

Transformation of the Army National Guard: Guard 4.0

A Monograph

by

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Abstract

Transformation of the Army National Guard: Guard 4.0, by MAJ Wallace E. Miller III, Kansas Army National Guard, 71 pages.

Since its inception in 1636, the Army National Guard (militia) continually responded to change through transformation and adaptation. The Army National Guard's transition from a strategic reserve to an operational reserve set in motion the current transformation christened as Guard 4.0. The objective of Guard 4.0 is to place the Army National Guard on a path to meet the nation's security challenges as an integral part of the US Army. Early transformation of the militia revolved around equipping and limited utilization by states or the Federal Government but remained localized and fragmented. Following the Efficiency of the Militia Act (Dick Act) of 1902, sweeping changes transformed the Army National Guard through federal equipping, funding, and standardization. These changes improved the readiness the Army National Guard and parity to the Regular Army. Over the next several decades the Army National Guard fulfilled its role as a strategic reserve, providing individual soldiers and entire units in multiple conflicts and two world wars. A pivotal turning point for the National Guard emerged, following the political policy of the Vietnam conflict to limit National Guard involvement. The result of these decisions, following the conflict, spawned Guard 1.0 (1973-1984), the initial total force transformation initiative. In 1984, Guard 2.0, and later Guard 2.5 (1992-1993) continued to refine the Army National Guard's role in Cold War planning and through mobilization in support of Operation Desert Storm. Guard 3.0 began on September 11, 2001, following the terrorist attacks on the World Trade Center. During this transformative period, the National Guard took on the role of an operational reserve, as designated by the 2006 Quadrennial Defense Review. In this role, the Army National Guard committed thousands of soldiers and hundreds of units on rotational mobilizations alongside the Regular Army. The transformation to Guard 4.0 solidifies the operational reserve designation by increasing readiness and availability of select Army National Guard units to meet operational demands.

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Acronyms

ABCT	Armored Brigade Combat Team
AC	Active Component
ADP	Army Doctrine Publication
ADRP	Army Doctrine Reference Publication
ARFORGEN	Army Force Generation
ARNG	Army National Guard
AT	Annual Training
ATAG	Assistant to the Adjutant General
ATRA	American Tax-payer Refund Act
AVF	All-Volunteer Force
BCT	Brigade Combat Team
CDU	Critical Dual Use
COTS	Commercial off the Shelf
CS	Combat Support
CSS	Combat Service and Support
CTC	Combat Training Center
DSCA	Defense Support to Civil Authority
EOH	Equipment on Hand
ESFSRAC	End Strength and Force Structure Regional Advisory Council
FDU	Force Design Update
FM	Field Manual
FSA	Force Structure Allowance
GAO	Government Accountability Office
HLD	Home Land Defense
IDT	Inactive Duty Training

JRTC	Joint Readiness Training Center
KPUP	Key Personnel Upgrade Program
MATES	Maneuver Area Training and Equipment Site
LIN	Line Item Number
MOS	Military Occupational Skill
MRC	Medical Readiness Code
MTOE	Modified Table of Organizational Equipment
NGB	National Guard Bureau
NGREA	National Guard and Reserve Equipment Appropriation
NTC	National Training Center
PLDC	Primary Leadership Development Course
RA	Regular Army
RC	Reserve Component
RTI	Regional Training Institute
SBCT	Stryker Brigade Combat Team
SRF	Selected Reserve Force
SRM	Sustainable Readiness Model
TAA	Total Army Analysis
TDA	Table of Distribution and Allowances
TMC	Troop Medical Clinic
USAR	United States Army Reserve
USAWC	United States Army War College
USERRA	Uniformed Services Employment and Reemployment Rights Act
UTES	Unit Training and Equipment Site

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Transformation of The Army National Guard: Guard 4.0

Introduction

Under the direction of Lieutenant General Timothy J. Kadavy, Director – Army National Guard, the Army National Guard is implementing the most significant transformation of the force since the conclusion of the Vietnam conflict. This transformation, christened as Guard 4.0, intends to place the Army National Guard on a path to meet the nation's security challenges as an integral part of the US Army. Building from roots established on December 13, 1636, the state militia provided military or quasi-military forces as drilling volunteers to perform a range of military operations. This structure, from the beginning, operated under a continual state of transition. According to Michael Doubler, author of *Civilian in Peace, Soldier in War*, “the [militia] National Guard is an organization in transition and forever changing regarding its personnel, force structure, weapons, and training.”¹ From this point forward, the habitualization of transformation and change inculcated the militia and later the Army National Guard with flexibility and adaptability as core competencies.

The Army National Guard, through its long history of transformation, possesses the institutional transformative values to manage the adaptation to Guard 4.0. As Peter Berger and Thomas Luckmann would say, the institutionalization of the Army National Guard allows for the fluid transition between the social realities of change.² The evolution of the Army National Guard from Guard 1.0 to Guard 3.0 built the foundation for continued transition. The transformation to Guard 4.0 will not be easy, and the Army National Guard will face many challenges along the path to implementation. The two main challenges are social implications of the new paradigm and maintaining parity, where required, with the Regular Army. These two areas pose the biggest risk

¹ Michael D. Doubler, *Civilian in Peace, Soldier in War... I am the Guard* (Lawrence: University Press of Kansas, 2003), 11.

² Peter L. Berger and Thomas Luckmann, *The Social Construction of Reality* (New York: Bantam Doubleday Publishing Group, 1996).

to successful implementation to Guard 4.0 because of their inherent importance to success and the level of uncertainty posed by changing social dynamics and government policy. While these challenges and risks are daunting, the research which follows, shows the resilience and flexibility of the Army National Guard to adapt and overcome transformative events, emerging stronger and more resilient.

Throughout this monograph, the identification of periods of inflection in society, the military, or the operational environment highlights transformative events that shaped and strengthened the Army National Guard. Past lessons and historical examples enlarge the knowledge and understanding of current transformative trends. Applying the subsequent historical perspective and current societal tendencies allow organizations to adapt with some confidence in direction. At the center of Guard 4.0 is the soldier, and understanding current and future soldier's desires, motivations, intentions shapes this transformation. National Guard soldiers belong to the organization for specific reasons and foster an identity that is the citizen-soldier. Any extreme transformation which erodes this identity or the underlying motivation for serving as a part-time soldier is a point of concern. Monolithic efforts between the Department of the Army and the National Guard Bureau to establish policy guidance, training equities, and funding solutions continue to build upon the Guard 1.0 – 3.0 foundation. With little doubt, implementation of all aspects of Guard 4.0, requires significant effort at all levels of leadership to achieve the full realization, but the historical foundation established is a solid starting point.

Methodology

This monograph will highlight the transformation of the Army National Guard through its transition from Guard 1.0 (post-Vietnam) to Guard 3.0 (Global War on Terror). Part one is an introduction and historical overview of the National Guard. This section provides a brief overview of the militia (National Guard) from 1636 to 1903, focusing on transformational events. This period-of-time establishes the context of a transformational organization and origin for many

current social and organizational norms found in the National Guard today. Next, is an overview of the concept of Guard 4.0. Part Two is a case study looking at the initial transformation following the Dick Act and the implications of those changes on the dual mission of the National Guard. The study includes, the Dick Act, established social norms in the National Guard, and those impacts on the soldiers and the development of a social contract between the National Guard and citizen soldiers. Part Three is the second case study looking at the transition from Guard 1.0 through Guard 3.0, following Vietnam through Iraq. The transformation of the National Guard had significant impacts on soldiers, equipping and the individual states. Part Four looks at the transformation to Guard 4.0 and the implications of the vast changes to the operational reserve. Finally, Part Five provides an analysis of the two case studies, observations for continued implementation of Guard 4.0 and the conclusion. Before moving on to the brief overview of the origins of the Army National Guard, it is essential to define transformation. The Department of Defense defines military transformation as “a process that shapes the changing nature of military competition and cooperation through new combinations of concepts, capabilities, people, and organizations that exploit our nation’s advantages and protect against our asymmetric vulnerabilities.”³ As previously discussed, the National Guard, from its origins as the militia, transformed continually over time to adapt to the changing environment. A beneficial way to look at transformation is through the lens of framing and reframing. Lee Bolman and Terrence Deal provide a descriptive analysis of reframing organizations through application and history of both military and corporate examples. A key definition of their work is the mental model of a frame, which they define as a set of ideas and assumptions that allows visualization the problem to determine the best-case solution.⁴ Reframing is visualizing multiple outcomes from the

³ Department of Defense, *Transformation Planning Guidance* (Washington, DC: Government Printing Office, 2003), 3.

⁴ Lee G. Bolman and Terrence E. Deal, *Reframing Organizations* (San Francisco, CA: Jossey-Bass, 2008), 11.

information available to develop different outcomes given the same inputs. Reframing is a useful tool when analyzing transformation but difficult in large bureaucracies. The Army in Army Doctrine Reference Publication (ADRP) 5-0, similarly defines framing as “building mental models to help individuals understand situations and respond to events. Framing involves selecting, organizing, interpreting, and making sense of an operational environment and a problem by establishing context.”⁵ Both framing and reframing are valuable concepts when developing transformational direction and evaluating historical transformations.

Background of The Militia (1636-1903)

The first American colonial militia regiments date from December 13, 1636, in the Massachusetts Bay colony. An order by the colony’s general court organized the colony’s militia into three permanent regiments.⁶ These regiments’ responsibilities revolved around protection of the population and limited offensive actions, because of the lack of a centralized governmental system actively managing the defense of the colonies by England. The colonies, therefore, had to fund, man, and equip the militia, which led to significant variations during the early days of the force.⁷ Notwithstanding these challenges, the militia responded to the call of both the colony and nation by “executing the laws, suppressing insurrections, and repelling invasions.”⁸

A critical transformational period for the militia was the period between July 4, 1776 and September 15, 1787. In 1775, the Continental Congress established a regular-standing Army due to complications of employing the militia. The militia tended to resist long deployments away

⁵ US Department of the Army. Army Doctrine Reference Publication (ADRP) 5-0, *The Operations Process* (Washington, DC: Government Printing Office, 2012), 2-5.

⁶ National Guard, “National Guard Birth Date,” 2016, accessed December 01, 2017, <http://www.nationalguard.mil/About-the-Guard/How-We-Began>.

⁷ This practice by the British government is known as salutary neglect. Colonies experienced limited interventions by the Crown over internal colonial affairs so as the colonies remained loyal to the British government and contributed to the economic profitability of Britain; Jeff Wallenfeldt, *Encyclopædia Britannica*, July 13, 2016, accessed December 18, 2017, <https://www.britannica.com/topic/salutary-neglect>.

⁸ Department of Defense, *Transformation Planning Guidance* (2003), 3; The militia during this period was also known as the Colonial militia and spans from 1636 to 1775.

from their homes and farms and collectively received poor military training. General Washington believed the army needed to emulate, in some fashion, those of the European-style army. The colonial militiamen had experience in the French and Indian War; however, they lacked the discipline and proficiency of a regular army.⁹ These deficiencies were evident in the difficulty Washington faced in Boston while employing the militia against the regular British forces. In his letter to the President of the Continental Congress, July 10, 1775, Washington presented his initial concern about the state of the militia force from the Massachusetts Bay colony. He writes that “it requires no military skill to judge of the difficulty of introducing discipline and subordination into an army while we have the enemy in view.”¹⁰ He thereby understood the need for creating a regular army in 1775, as the only action that could save the revolution. The creation of the Continental Army “resulted in a dual military system of American Regulars and militiamen that from the start was both complementary and competitive.”¹¹ While the militia provided a tremendous capability to the Continental Army both in augmentation and whole units, these units were not well equipped and seldom campaigned far from their homes. George Washington’s experience in the French and Indian War left an impression on the capability of the militia. However, he knew he needed the militia to prosecute the war.¹² Throughout the American Revolution, the militia played two significant roles. First, they provided forces to defend, attack and employ partisan activities against the British and Hessian forces. Secondly, they played a vital role in “controlling the allegiance of the populations scattered throughout the colonies.”¹³ In their role as a partisan force, the militia was well suited for this task. Their experience with

⁹ Library of Congress, *The American Revolution, 1763-1783*, “Creating a Continental Army,” n.d., accessed December 18, 2017, <http://www.loc.gov/teachers/classroommaterials/presentationsandactivities/presentations/timeline/amrev/contarmy/>.; Throughout this monograph, Regular Army denotes the Active Army (Active Duty, Component 1, or Regulars).

¹⁰ Ibid.

¹¹ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 46.

¹² David Hackett Fischer, *Washington’s Crossing* (New York: Oxford University Press, 2004).

¹³ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 53.

frontier hunting and knowledge of the wilderness, which lay just beyond most colonial towns, proved invaluable.¹⁴ Nowhere was this more evident than the Forage Wars in New Jersey, January through March 1777. General Washington employed militia forces to “attack exposed British posts and foraging parties, raid enemy supplies, and cut all communications between the enemy and the country.”¹⁵ The militia continued to have success in disrupting British foraging parties causing increased British forces to conduct foraging. Their actions reduced the ability of British forces to forage without significant security forces and even then, the harassment often led to multiple hours of skirmishes between partisan militia forces and British regulars.

By September 15, 1787, the Constitution of the United States, provided specific powers to Congress for national defense. Article One, Section Eight of the United States Constitution prescribes the Powers of Congress as a Legislative Branch of Government. The clause provided Congress the authority to “provide for organizing, arming, and disciplining, the militia, and for governing such part of them as may be employed in the Service of the United States, . . . and the Authority of training the militia according to the discipline prescribed by Congress.”¹⁶ While this clause gave authority to Congress to provide for a militia, clause twelve provided for raising and supporting regular Armies, these two clauses provided a point of contention to the founders. The primary concern was a tyrannical government with a powerful army capable of imposing its will upon the individual states. The counter to this tyrannical government is balanced power in government and military capacity divested in the states. The President as the Commander-in-chief of a regular standing army with an ability to disband the militia was unacceptable. Therefore Congress held the authority of the militia. Thus, “the Constitution’s militia clauses articulated a

¹⁴ Lumen Learning, *American Life During the Revolution*, “Boundless US History,” n.d., accessed December 18, 2017, <https://courses.lumenlearning.com/boundless-ushistory/chapter/american-life-during-the-revolution>.

¹⁵ Mark Kwasny, *Washington’s Partisan War, 1775-1783* (Kent, OH: The Kent State University Press, 1996), 113.

¹⁶ U.S Const. art 1, § 8, cl. 16

complex, balanced system of shared responsibilities within the federal government. The Republican Founding Fathers viewed the enrolled militia as a potential counterbalance against a repressive, standing army in the hands of a despotic leader.”¹⁷

Beginning as early as May 1792, the balance of powers between a regular standing army and the militia was firmly in place; however, problems began to surface on utilizing the militia to quell internal struggles between settlers and Indian tribes. The fear of a large standing army still presented itself, forcing President Washington to rely at times on the militia. This reliance necessitated a call for the transformation of the militia and attempts by the Washington Administration to reform it; however, Congress and most of the American people did not agree with the administration’s plan. As a counter, Congress in May 1792 passed the Militia Act of 1792 “requir[ing] all free, able-bodied men ages 18-45 to serve in the enrolled militia and to provide their own weapons and equipment. No federal monies were authorized for pay, equipment, training, or any other purpose.”¹⁸ This Act also provided for an Adjutant General in every state under the authority of the Governor. Their responsibility was to train, discipline and administer the militia.¹⁹

Two decades later, the War of 1812 brought with it continued struggles for the newly transformed concept of the Regular Standing Army and the militia. At the beginning of the war, the Regular Army was less than 7,000 officers and men, while the militia’s rolls numbered over 525,000.²⁰ The disparity resulted from a philosophy of the Republican President Thomas Jefferson, who staunchly supported the militia and believed that “a well-disciplined militia, [are]

¹⁷ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 66.

¹⁸ *Ibid.*, 68.

¹⁹ The Militia Act of 1792 continued to lay the transformational framework of the militia, further developing it into the organization today known as the National Guard, absent conscripted service.

²⁰ Eugene Van Sickle, “Militia during the War of 1812,” Bandy Heritage Center. n.d., accessed December 05, 2017, <http://www.bandyheritagecenter.org/Content/Uploads/Bandy%20Heritage%20Center/files/1812/militia%20in%20the%20War%20of%201812.pdf>, 1.

our best reliance in peace and for the first months of war, till Regulars may relieve them.”²¹ There were several significant issues faced by President James Madison’s administration in relying on the militia to execute the war. First, as previously mentioned, militiamen often refused to fight away from their states because of obligations to their livelihood (farms). Taking the farmer away from the crops during harvest had the potential to be devastating, not only financially but in feeding one’s family. Secondly, some individual states invoked States’ Rights and refused to send the state militia to support the federal call or cross state lines.²² The call-up of militia forces to federal service brought out a transformational event for both the militia and the regular army. Military policy needed to change to provide dependable defense for the nation. The limited size and time required to train a growing standing army became evident as the reliance on the militia presented problems throughout the war. Secretary of War John Calhoun’s legacy became his plan for establishing a larger standing army and relying less on the militia for foreign service.²³ These challenges provided additional foundational examples of the difficulty for employment and utilization of the militia by states and the Federal Government for duty beyond the individual states. According to Doubler, the “most enduring legacy of the war for senior political leaders was the success of a few Governors in limiting militia participation and in the refusal of many citizen-soldiers to cross an international border.”²⁴

The period following the War of 1812 again brought about a transformational shift in the militia. Up until this point, conscripted service in the militia was standard and problematic but a well-established process throughout the country. In 1826, Secretary of War James Barbour undertook a systematic analysis of the enrolled militia with an aim toward implementing

²¹ Thomas Jefferson, “Essential Principles of Government, First Inaugural Address,” The Federalist Papers, June 2, 2011, accessed January 02, 2018, <https://thefederalistpapers.org/founders/jefferson/thomas-jefferson-essential-principles-of-government-first-inaugural-address-03-04-1801>.

²² Van Sickle, *Militia during the War of 1812*, 1.

²³ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 83.

²⁴ Ibid., 82.

reforms.²⁵ His process included both Regular Army and senior militia leaders to review current militia processes and policy. One of the most significant outcomes of this review was the recommendation to cap the “militia’s strength at 400,000 men and allocating quotas to the States based on population density.”²⁶ This concept survives today with caps on the overall size of the National Guard managed at the national level. Starting around 1840, states such as Indiana, Maine, Ohio, and Vermont eliminated conscripted service in the militia, and this resulted in the rise of the volunteer militia. Although the concept of a volunteer militia is not new and was not new at the time, this denoted a shift from conscription to a volunteer force. The changing military culture formed as part of a “broader social phenomenon among segments of society that because of class, profession, or ethnicity shared common interests in the face of the bewildering changes sweeping the country.”²⁷

Once again, war brought changes to the militia. By the 1850s, the volunteer militia was well rooted in the states and producing better-trained militiamen than the conscription-based militia of the past. The volunteer militia often referred to as the *uniformed militia* received much of its ensemble and organization from the upper-class citizenry, and who would recruit and form the units.²⁸ States provided limited, if any, funding to support the growing number of militia units. Individuals provided their uniforms and equipment while banding together as both a military organization and a social community organization. Members of the militia were now all volunteers and marched, drilled, and trained on tactical maneuvers weekly. These volunteer companies became “the backbone of the Northern state militias.”²⁹

²⁵ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 85.

²⁶ Ibid., 85.

²⁷ Ibid., 88; Berger and Luckmann, *The Social Construction of Reality*, 129-147.

²⁸ Jeffrey Rogers Hummel, “The American Militia and The Origin of Conscription: A Reassessment,” *Journal of Libertarian Studies* (Fall 2001: 29-77), 63.

²⁹ Allan D. Satin, “Cincinnati Civil War Round Table,” n.d., accessed December 05, 2017, http://www.cincinnatiwrt.org/data/articles/Satin_final_UNDERSTANDING%20THE%20MILITIA%20OFF%20THE%20NORTHERN%20STATES.pdf, 1.

On April 12, 1861, the opening shots at Fort Sumter began the American Civil War. President Lincoln and his Northern Regular Army were unprepared to fight. As a result, the militia became the primary means to execute the early days of the war.³⁰ Because governors understood the dual military and civilian requirements of the militiamen, many did not require members to serve outside of the state. This policy created gaps in units that required new volunteers who had limited or no military experience. Ultimately, because of the states' unwillingness to mobilize entire units without allowing large percentages of militiamen to remain at home, and short enlistment contracts, the militia became a second line reserve behind the Regular Army and Volunteers.³¹ Veterans and members of the community "exhausted by the bloodiest war in American history" were not interesting in joining the National Guard after the war.³² There was little concern for continued military action and the "Regular Army appeared entirely capable of handling" military requirements in the South and West.³³ The militia remained happily relegated to duty within the states under command of the governor. The militia for the next two decades focused primarily on quelling civil unrest and policing functions through the 1890s.

Late in the 1890s, the leadership in many state militias started to see the role of the militia as more than a policing agency. They saw the militia as a military force and as such should be some essential part military operations.³⁴ The militia across the states not only sought a new

³⁰ Constitutionally, the President is "authorized by law to call on the state governments for the militia to put down civil insurrection." Ibid., 2.

³¹ Enlistment contracts for militiamen were typically three months in duration, resulting in an inability to mobilize these soldiers; Ibid., 2.

³² Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 101.

³³ Ibid., 101.

³⁴ This perception, however, required a change in the view and application of the militia, which over several decades cemented itself as a governor's tool for civil control in the states. A crucial moment in time for this transformation started with the New York Militia, on April 30, 1889, when they gathered over 30,000 militiamen in an honorary celebration to commemorate George Washington's first inauguration. The largest-ever formation of militiamen, to that point, marched through the streets of New York as a well-regulated National Guard, demonstrating their proficiency with drill and marching.

designation as a National Guard but wanted a new role in national military policy. This new role was the combat reserve for the Regular Army, with units who were an organized, partially trained, and equipped force available for duty if the nation needed a rapid expansion of military capabilities.³⁵ The National Guard, as a combat reserve, came at a price to the autonomy of the state forces. The Regular Army wanted oversight, and upon mobilization, Regular Army officers would lead the units. In the 1890s, National Guard leadership understood that there must be some compromise between total federal oversight and complete autonomy. These visions for the future application of the National Guard and multiple component army, set the stage for the radical transformation of the National Guard. This transformation began to take shape in 1901, when then-Secretary of War Elihu Root, presented a methodology for reform of the National Guard to Congress. Secretary Root's recommendations to Congress shaped what is now known as the 1903 Dick Act (1903 Efficiency of the Militia Act), implementing sweeping changes to the National Guard.³⁶ National Guard leadership understood that the future of the Guard would be in their ability to "meet the needs of the Governors, [however] its best future was to become an indispensable adjunct of the Regular Army."³⁷

The 1903 Dick Act was the first significant reorganization of the militia, in law, since the Militia Act of 1792. The Dick Act started with the separation of the militia into two organizations. The first was the Organized Militia also known as the National Guard and the second was the Reserve Militia.³⁸ The National Guard, now recognized in Federal Law as a reserve of the Army, received allocated federal funding and equipment. This funding supported

³⁵ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 108.

³⁶ Representative Charles Dick (Ohio) was the Chairman of the House Militia Committee and a Major General in the Ohio National Guard. He worked closely with Secretary of War Elihu Root on the development of militia reforms and ultimately introduced the legislation into the House of Representatives in 1903.

³⁷ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 128.

³⁸ The Reserve Militia as defined in the Dick Act is all able-bodied men between eighteen and forty-five; An Act to Promote the Efficiency of the Militia, and for other Purposes, HR 11,654, 57th Cong., 2nd sess. (1903), 5

annual training but not the required monthly drill periods. Training for the National Guard consisted of twenty-four drill periods (unpaid) and a minimum of five days of summer camp (annual training). The tradeoff for additional funding and equipment was conforming to federal standards in training and organization. Additionally, the National Guard was available for mobilization within the United States at the order of the President for up to nine months. States and guard units were no longer able to refuse to mobilize if ordered to federal service. The Dick Act was one of the most significant transformational events of the National Guard. Before implementation, the militia was an independent state managed organization funded by states and officers of the regiments. Following enactment, federal regulation of the National Guard and control by the War Department transformed all aspects of guard service. Moving forward the National Guard would receive funding, equipment, training, and Regular Army officers just like the Regular Army. Although, not at the same level due to the limited nature of guard utilization and duty days per year.³⁹ The effects of the Dick Act took a few years to recognize the most significant impacts were a direct result of the increased funding. Larger states which historically funded the militia from state coffers experienced additional capability growth with the inflow of federal funds. Smaller states in the Midwest experienced significant capability growth from the inflow of federal funds because of the difference between what larger and smaller (population) states were able to contribute from state funds.

This section provides an overarching context detailing the transformation of the militia between 1636 and 1903. Spanning from inception in the colonies, through the Militia Act of 1903, this time-period held evolving transformative events, which laid the foundation for the

³⁹ One provision in the Dick Act provided that during mobilization of National Guard units, they would deploy as a unit with Guard officers. The purpose was to ensure the Regular Army would not piecemeal individual Soldiers across the Regular Army formations or replace all unit commanders with Regular Army officers. The effort was to ensure National Guard units deployed as units under National Guard commanding officers.

National Guard. The militia's adaptive flexibility, and their core principle of the citizen-soldier rising to protect their fellow citizen and the republic, embodies transformation.

Army National Guard Following the Militia Act

In 1903 the total strength of the National Guard was 116,547 and the Regular Army was 69,595. The forces, however, were significantly divergent from each other. The Dick Act provided a path for convergence and the National Defense Act of 1916 the establishment of the three component-based structure of the Army. The final construct was the establishment of the United States Army Reserve (USAR) on April 23, 1908. Beginning at the foundation of the Army Reserve, the total force consisted of Component 1 – Regular Army, Component 2 – Army National Guard, and Component 3 – Army Reserve. A significant organizational factor for the Department of the Army has always been the fact that the Army uniquely has most of its structure in the two reserve components. As a combat reserve, the National Guard provides a sizable portion of the surge capacity of the Army in time of war, as well as the first line of defense for the nation. As part of this role, the ARNG has participated in every conflict of the United States since its establishment. This role, however, has not always been prevalent or desired for the Army National Guard. Understandably, due to a sizable portion of the force residing in the National Guard and Army Reserve, standardization in training and equipment is critical for successful employment of the total force.

Transforming from a mostly state-funded entity to a federally-funded military organization, the National Guard began its new path as a reserve of the Army. Emergent transformations in the Regular Army, such as professional education and general staffs, would equally apply to the National Guard, although in much less proportionality as only limited numbers of Guard Officers could attend these courses. In 1903 the entire Army was changing to meet the needs of a continually transforming nation. A separation between the line and the

general staff in the War Department started to take shape.⁴⁰ This section begins with the transformation of the Army and National Guard following the Root Reforms and the Dick Act.⁴¹ The analysis continues through the Vietnam conflict, focusing on transformational events in the National Guard but in a broader sense those in the Army, which directly influence change for all Army components. The section focuses on the configuration of the Army National Guard through this duration, funding and training transformations, the social contract, and finally utilization of the guard.

Configuration of The Army National Guard 1903-1955

Role of the Army National Guard

The purpose of the Army National Guard in 1903 and beyond for several decades was that of a strategic reserve for the Regular Army. To accomplish this task, the Army National Guard needed equipment and training like that of the Regular Army. The Dick Act of 1903 provided the method for states to access funding and equipment for their National Guard units. Over the next five years, the National Guard would model both training and equipping after the Regular Army to ensure compatibility when deployed together. The understanding from the War Department was that the Army National Guard was an integral part of future deployments and war-time planning. One significant problem was, however; that the Dick Act of 1903 only allowed for mobilization of the National Guard for nine months. At the time, this was not a concern because many government officials believed that future conflicts would not last beyond

⁴⁰ James E. Hewes, *From Root to McNamara; Army Organization and Administration 1900-1963*, (Washington, DC: US Government Printing Office, 1975), 23; the line were tactical units stationed at posts throughout the country, which informally but realistically included National Guard units as they transformed under standard organization.

⁴¹ Root Reforms were changes made to the organizational model of the Army by Secretary of War Elihu Root. His conclusions that many of the issues and challenges during the Spanish-American War were the result of faulty organization and planning. His areas of reform focused on three principal areas: command, the National Guard, and branches and schools, James L. Yarrison, *The US Army in the Root Reform Era, 1899-1917*, May 03, 2001, accessed January 02, 2018, <https://history.army.mil/documents/1901/Root-Ovr.htm>.

one year. Therefore, limited time horizons for mobilization of the National Guard were adequate.⁴² Amended legislation to the Dick Act of 1903, signed into law in 1908 and 1914, authorized the President to direct the length of federal service required for National Guard units called to Title Ten service. However, in an interesting turn of events, the Federal Government declared that a call to federal service for duty overseas was illegal. Therefore, National Guard soldiers could not deploy outside of the continental United States. US Attorney General George W. Wickersham declared that according to a strict interpretation of the Constitution, the federal government could not employ the National Guard beyond authorities identified in the Constitution's militia clauses.⁴³ By 1914, the National Guard's transformation to a strategic reserve of the Army was law and actively shifting the culture of the Guard. With federal funding of the National Guard for most of the training and nearly all equipment, the states lost the ability to refuse Presidential calls to active service. These changes, while providing significant standardization and modernization, did not solve many of the issues the Army seen as challenges of the National Guard. A significant organizational problem was that the "Army could not dictate what types of units' states could form."⁴⁴ States often formed units which were the cheapest and easiest to train and those were typically Infantry units.⁴⁵ As early as 1910, the War Department entertained composite units with both Regular Army and National Guard soldiers manning the formations. Because of the desire for rapid deployability, these first organizations only lasted a brief time. A Regular Army solution provided quicker training and deployment timelines. The mixing of Regular Army and National Guard soldiers in composite units continued to appeal to

⁴² Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 129.

⁴³ Ibid., 137. The National Guard, working with legislative lobbying groups such as the National Guard Association of the United States and the Adjutants General Association of the United States, was able to work with Congress to adopt legislation to mediate this concern.

⁴⁴ William M. Donnelly, "The Root Reforms and the National Guard," May 03, 2001, accessed January 02, 2018, <https://history.army.mil/documents/1901/Root-NG.htm>.

⁴⁵ Throughout the National Guard, about eighty percent of units were Infantry, and this created a significant issue for the Regular Army because they were unable to balance the needs of the total Army between the two components properly.

senior Army leadership over the next century. The concept continues to provide manning, training, and total force advantages today through the implementation of associated units and multi-component Divisions.⁴⁶

In part, because of the challenges of balancing the total force, the War Department needed a solution to provide additional control of the National Guard on standardization and structure. That solution came in the National Defense Act of 1916. President Woodrow Wilson signed the National Defense Act and established the National Guard as first-line responders during a national emergency.⁴⁷ Additionally, the National Guard would see an annual budget to replace the previous yearly funding subsidies and increased annual training requirements. The legislation also provided legal standing for the National Guard to mobilize and deploy in support of national contingencies. Congress addressed the concerns put forth by US Attorney General George W. Wickersham, “by stipulating that during a national emergency Guardsmen would be drafted into the Army as individuals and then serve in their State units as part of the Regular Army.”⁴⁸ For the first time, soldiers received paid for monthly drills, and guardsmen took oaths to both the President and Governor. The Act stipulated that the National Guard would perform forty-eight drill periods and fifteen days of field training per year.⁴⁹ The National Guard and state governors relinquished more control of the force to the federal government in exchange for additional funding and inclusion in the total force. From 1916 forward, the National Guard looked more like the Regular Army than the militia of the past, losing much of its fraternal character of

⁴⁶ Department of the Army, “Department of the Army Announces Associated Units Pilot,” March 21, 2016, accessed January 02, 2018, https://www.army.mil/article/164629/Department_of_the_Army_Announces_Associated_Units_Pilot.

⁴⁷ National Guard Bureau Historical Services, “Milestone centennial marks the transformation of the National Guard,” US Army, June 17, 2016, accessed November 10, 2017, https://www.army.mil/article/170006/milestone_centennial_marks_the_transformation_of_the_national_guard.

⁴⁸ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 140.

⁴⁹ The forty-eight and fifteen-day construct has endured for over a century. Only under Guard 4.0 does this enduring training regimen start to shift for some National Guard formations.

the brotherhood of the militiaman.⁵⁰ The National Defense Act of 1916 did not only impact the National Guard; it also had a significant impact on the Regular Army in defining roles and missions. This legislation “prescribes in detail the organization, composition, and strength of all units in the Army, National Guard, and Reserves.”⁵¹ The Secretary of War forced compliance through the authority to withhold funding from states who failed or refused to comply with transformation, organization, or training requirements.

Not more than two weeks after President Wilson signed the National Defense Act of 1916, Secretary of War Newton Baker notified the governors of all forty-seven National Guard states that the federal government was mobilizing the National Guard for service in Mexico.⁵² The Federal Government initially called 75,000 National Guardsmen into federal service to help police the border. The War Department planned to organize the National Guard into ten divisions. Of the ten, active duty Army generals commanded eight, while National Guard generals would command the remaining two.⁵³ The timing of mobilization also provided a challenge because of the new regulatory requirements, roles, and missions of the National Guard. Implementation of these policies was still taking effect, and this confusion resulted in the slowed deployment of units as soon as they were in any degree of readiness.⁵⁴ Federal equipment flowed slowly to the states to support mobilizations which caused hardships for soldiers who deployed without proper clothing and equipment for the mission. The deployment and performance of the National Guard

⁵⁰ Donnelly, “The Root Reforms and the National Guard,” 1.

⁵¹ Marvin A. Kreidberg and Merton G. Henry, *History of Military Mobilization in the United States Army, 1775-1945* (Washington, DC: Government Printing Office, 1955), 193-196.

⁵² Alexander F. Barnes, “On the Border: The National Guard Mobilizes for War in 1916,” *Army Sustainment* (March-April 2016): 66-72.

⁵³ National Guard Bureau Historical Services, Milestone centennial marks the transformation of the National Guard. In total, the National Guard mobilized 158,664 officers and enlisted soldiers in support of the border conflict. There were several challenges as part of the National Guard mobilizations in 1916. Many states did not have proper mobilization platforms, which delayed the ability to process large numbers of soldiers and equipment for service.

⁵⁴ Kreidberg and Henry, *History of Military Mobilization in the United States Army, 1775-1945*, 218.

was not all substandard. The National Guard “fulfilled their intended role as the Army’s primary combat reserve instead of the federal volunteers [and] States became familiar with the complexities of moving great numbers of troops.”⁵⁵ The Adjutant Generals of the states also learned that fitness and medical evaluations before mobilizations would reduce the number of soldier’s ineligible for mobilization. Maintaining these standards would become obligations of enlistments. The training and experience of “Mexican Border Service would benefit the National Guard [and thereby] strengthened the American Expeditionary Force in World War I.”⁵⁶

When the United States declared war on Germany April 6, 1917 there were over 66,694 National Guardsmen on active duty from the mobilization supporting the Mexican border conflict.⁵⁷ Many of these soldiers deployed within the United States to protect critical infrastructure and transportation facilities. On August 5th, President Wilson drafted the entire National Guard into federal service as individuals.⁵⁸ This action allowed National Guard soldiers to deploy outside of the United States without any concern for judicial rulings limiting expeditionary action. Once drafted, the logic followed, National Guard soldiers were individuals and no longer members of National Guard. These soldiers formed sixteen National Guard Divisions (on active duty), organized by region, and not allotted across the force as individual augmentees.⁵⁹ All divisional types, Regular, National Guard, and Draftee formed Depot Divisions who augmented any unit regardless of composition. These soldiers served across the spectrum of units as needed. By the end of the war, a total of eighteen National Guard Divisions deployed in

⁵⁵ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 143.

⁵⁶ National Guard Bureau Historical Services, Milestone centennial marks the transformation of the National Guard.

⁵⁷ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 152.

⁵⁸ National Guard Bureau Historical Services, “The defining role of the National Guard in WWI,” August 07, 2017, accessed January 03, 2018 https://www.army.mil/article/191849/the_defining_role_of_the_national_guard_in_wwi.

⁵⁹ Six of the sixteen National Guard Divisions served as Depot Divisions, which provided individual replacements to other combat units throughout the war.

support of World War I.⁶⁰ The War Department and National Guard leadership understood that mobilizing the National Guard provided a capability which could deploy faster than raw recruits from draftees. Additionally, at least two National Guard Divisions existed at the onset of mobilization and started training and equipping for onward movement. The sixteen National Guard Divisions provided forty percent of the combat strength of the American Expeditionary Force.⁶¹

Following demobilization, many states did not re-form National Guard units, most often due to limited funding and ongoing reform debates in Washington. There were some units, found mostly in large cities and some local communities, who re-formed on their own to participate in parades and welcoming home ceremonies.⁶² These soldiers received little information on the status of the National Guard or the future of their organizations. Because every soldier received an individual discharge from the Regular Army, they had no obligation to state or federal military service. Additionally, the brutality of the war made recruiting difficult, and the uncertainty of what would become of the National Guard added to this challenge. In part, the resolution to this problem was the passage of “the National Defense Act of 1920, [which] removed all ambiguity regarding the future [of the National Guard], and a recruiting boom resulted.”⁶³ The end strength of the National Guard increased to over 159,600 soldiers in less than two years. By the end of 1922, all states re-formed their National Guard except Nevada. With units reformed and the

⁶⁰ World War I brought significant lineage changes to the National Guard. The Army decided that all divisions would have uniform designations and therefore Regular Army Divisions had a designation from one through twenty-five, National Guard Divisions ranged from twenty-six to seventy-five, and draftee Divisions seventy-six and beyond. This new designation system forced the redesignation of numerous divisions and brigades. The Army introduced “a regimental numbering system [which] replaced ... unit identifications, regiments, separate battalions, and companies received numerical designations from one-hundred through three-hundred.” Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 154.

⁶¹ Rod Powers, “History of the Army National Guard,” December 23, 2017, accessed January 07, 2018, <https://www.thebalance.com/history-of-the-army-national-guard-3353242>; Representative Steven Palazzo, House National Guard & Reserve Components Caucus. n.d., accessed January 02, 2018, <https://palazzo.house.gov/ngrcc/service-components/national-guard.htm>.

⁶² Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 165.

⁶³ Ibid., 167.

process of manning units ongoing, the National Guard focused on training units as prescribed in the National Defense Act of 1920. The National Guard retained many soldiers from the war, and new soldiers continued to enlist, these formations, however, were often small and separated across the states. In larger cities such as New York, over 13,000 Guardsmen drilled within a single city. Centralized drill was uncommon in the Midwest and central states where armories consisted of single organizations often containing only fifty soldiers. Many National Guard units plateaued at eighty-percent with some units well below at fifty-percent manning. Notwithstanding unit strength, all units needed integrated training, as much as possible, across the three components. The answer to integrated training came in the form of the National Defense Act of 1920. The Act directed uniformity in training and professional standards across the Regular Army, National Guard, and Organized Reserves.⁶⁴ National Guard units attending annual training alongside Regular Army units and units conducted cross training at Regular Army Posts. To support integrated training National Guard units needed updated equipment. Surplus equipment from World War I enabled equipping the National Guard cost-effective and rapid.

During the interwar period, the transformation of both the National Guard and Regular Army consisted of new formations and equipment. The War Department subdivided the United States into nine corps-sized areas, and within each zone, there was “one Regular, two National Guard, and three Reserve Divisions giving the Army a total of fifty-four divisions.”⁶⁵ The armor transformation began within these divisions and the “34th Division’s tank company from Duluth, Minnesota became the Guard’s first armor unit on May 25, 1920.”⁶⁶ Intraservice integration, force structure transformation and equipping continued throughout the interwar period. On October 29, 1929 when the stock market crashed the beginning of a new era for the National

⁶⁴ Richard W. Stewart, ed., *American Military History; The United States Army in a Global Era, 1917–2003*, vol. 2 (Washington, DC: Center of Military History, 2005), 60.

⁶⁵ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 167.

⁶⁶ *Ibid.*, 168.

Guard began.⁶⁷ By 1932, unemployment across the United States impacted a little less than twenty-four percent of the population. In the 1930s, a National Guard private earned seventy-five dollars a year. For a significant portion of unemployed citizens, the allure of any additional income created a new-found call to service across the United States. Units filled to authorized manning levels and local armories crated wait lists to fill vacancies as they opened.

In 1935, given the urging of General Douglas MacArthur, then the Army Chief of Staff, Congress increased appropriations to grow the National Guard in partial response to unrest in Europe. The need for the National Guard was substantial because “numerically, the National Guard was the largest component of the Army of the United States between 1922 and 1939.”⁶⁸ Additionally, following World War I, trained officers and some enlisted soldiers joined National Guard units, these soldiers providing a trained base of manpower. President Franklin D. Roosevelt, understanding that military intervention in Europe was possible, declared a national emergency on September 8, 1939. This declaration increased the authorization of the National Guard by 43,000 to 235,000, the bulk of this new growth focused on the eighteen infantry divisions. On September 16, 1940 “induction of Guard units began . . . with federalization of the 30th, 41st, 44th, and 45th Divisions.”⁶⁹ In part, the growth of the National Guard created shortages of personnel within the divisions.⁷⁰ The manning deficiencies required assistance from

⁶⁷ During the depression, the National Guard provided service to governors in a hometown response capability, while continuing to perform field craft training whenever possible.

⁶⁸ Stewart, *American Military History; The United States Army in a Global Era, 1917–2003*, 60. The readiness of the National Guard in 1939 was significantly better than National Guard readiness in 1916, but it still did not compare to the Regular Army. Following World War I, the Guard regularly conducted fifteen days of field training and forty-eight drill days during the year. This standardized, reoccurring training cycle improved the overall training readiness of the National Guard. However, the limited number of training days impeded the ability for National Guard units to gain parity with Regular Army units.

⁶⁹ John B. Wilson, *Maneuver and Firepower: The Evolution of Divisions and Separate Brigades* (Washington, DC: Government Printing Office, 1998), 152.

⁷⁰ The implementation of Selective Service Act rules, for draftees and National Guard members, which called for drafting men over twenty-one without dependents and who did not hold jobs in wartime manufacturing or agriculture, led to many National Guard members not being eligible for the draft. The National Guard implemented these standard rules across the force, and a mass exodus ensued, estimated at

the Army to bring unit authorized manning in alignment with requirements. To rectify the shortage of manning, draftees initially filled gaps in National Guard Divisions, which in 1941 became another concern. The National Guard's mobilization for training lasted twelve months and approaching the end of 1941, the units' orders were nearing completion. With mixed units, National Guard soldiers and draftees, the War Department convinced Congress to extend National Guard units. The extension enabled General Marshall "to conduct the great General Headquarters Maneuvers in the summer and fall of 1941."⁷¹ Shortly after the maneuvers, the entire National Guard mobilized in support of the war. Throughout the war, National Guard Divisions, units, and soldiers fought well alongside their Regular Army counterparts and integrated across the force.⁷² Under the War Department, National Guard units continuously transformed and reorganized as required to support the war effort. Following the Japanese surrender on September 2, 1945, some National Guard units remained on active duty while others started the process of returning home and demobilizing. The end of one conflict gave birth to the next, little did many of these soldiers know that the Cold War began as they returned from duty.

The early stages of the Korean War started in 1945 when "the United States . . . decided to occupy the southern half of Korea to prevent the Soviet Union . . . from dominating the peninsula and thus threatening American access and influence in Northeast Asia."⁷³ During this time the National Guard, having just returned from Europe and the Pacific, started the process of reestablishing a National Guard within the states. After World War II, National Guard units and soldiers existed as complete entities; however, due to the length of service during the war, all

over 51,000 discharges. Historically, members in the National Guard are older, and as a result, have more dependents than the average citizen.

⁷¹ Wilson, *Maneuver and Firepower: The Evolution of Divisions and Separate Brigades*, 153.

⁷² Many National Guard units received exceptional recognition for their outstanding performance, and the individual accomplishments, sacrifices, and victories are beyond the context of organizational transformation, but cannot go unmentioned.

⁷³ Stewart, *American Military History; The United States Army in a Global Era, 1917–2003*, 210.

enlistments had expired, and soldiers received military discharges from the Regular Army. Many veterans of the war quickly filled the ranks of the newly re-formed National Guard units, allowing for a significantly quicker transition from the Regular Army to the National Guard (Congress did not pass Title X or Title XXXII, US Code until 1956). Following the reintegration of the National Guard back into the states, national level Guard leadership focused on working with the War Department on the future of the National Guard. This work began before the attack on Pearl Harbor but resumed after the war as a dialog between Brigadier General John McAuley Palmer and General George C. Marshall.⁷⁴ The partnership resulted in a directive published by the War Department “in October 1945 . . . that specified the Guard’s purpose, mission, and force structure. The National Guard would be “an integral part and a first line Reserve component” of the military.”⁷⁵ Perhaps just as significant, the directive authorized a Guard strength of 425,000 and gave National Guard Bureau (NGB) the authority to distribute the force structure to states based on a population calculus. Over the course of the next several years, the National Guard continued to grow and transition internally. During this period, NGB solidified its relationship between the Regular Army and the force structure within the individual states.

On June 25, 1950 North Korea launched an invasion into South Korea initiating hostilities on the peninsula and drawing the United States into action. President Truman “on July 19th, . . . announced a partial mobilization of Guardsmen and Reservists for twenty-one months.”⁷⁶ Following World War II, the Regular Army significantly reduced the size of the force from 8.3 million soldiers and airmen to just over 550,000 in ten divisions. Three undermanned

⁷⁴ Brigadier General John McAuley Palmer was an advocate for the citizen-soldier and strongly supported a total force policy. He was a friend of General George C. Marshall from time they spent at Fort Leavenworth in 1908. Palmer believed that during peace, a strong National Guard benefited the nation and during war, a Regular Army would support a larger fight, raised alongside of the reserves. His views were in contrast with Emory Upton who believed volunteers and a large standing army was the only way to defend the nation and deploy a military. Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 163

⁷⁵ Ibid., 195.

⁷⁶ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 201.

divisions remained in Korea, but “the Korean contingent . . . soon dropped to two, the 6th and 7th Infantry Divisions. Following the establishment of an independent South Korean government in 1948 . . . leaving only a military advisory group in Korea.”⁷⁷ The Regular Army was too small to respond adequately to the North Korean invasion and needed options to build forces quickly. The best option was to call on the Army National Guard, and “the Army’s leadership decided to recommend bringing some understrength National Guard divisions into federal service.”⁷⁸ On August 10th the president appropriated four Guard infantry divisions. Given the size of the Regular Army, this option was most viable because standing up new Regular Army units would take considerably more time than filling and training already organized National Guard units. The Army utilized individual rotations for limiting the time (one to two years) of individual deployment but kept units in place. The policy formed from experience during World War II and the desire was “to avoid the chronic combat exhaustion casualties suffered during World War II by limiting a soldier’s time in battle.”⁷⁹ Implementation of this policy for the National Guard led to a limited mobilization of both individual and units. The individual replacement policy strained the National Guard because substantial portions of experienced officers and soldiers deployed, causing a loss of cohesion and training proficiency within many units. It was also the first time that federally-mobilized soldiers returned to their states discharged from the Regular Army but still obligated to their state enlistment. Two National Guard Divisions and over 138,000 Guardsmen deployed in support of the war effort. The experience of individual replacement mobilizations would serve the National Guard in Vietnam, as well as the experience of limited mobilizations to support limited aims for limited ends war effort.

⁷⁷ Wilson, *Maneuver and Firepower: The Evolution of Divisions and Separate Brigades*, 152.

⁷⁸ Ibid., 152.

⁷⁹ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 202.

Following the Korean War, several reshaping events occurred, which continued to transform the guard. Before 1955, the Army National Guard “required no prior preparation for enlistees, Guard units had to spend most of their time drilling recruits.”⁸⁰ Soldiers received initial training through repeated drilling at Unit Training Assemblies or Annual Training. This practice did not produce combat ready soldiers with a basic understanding of military operations and tactics. The Army understood that standardization across the force required “a system of centralized basic training for all soldiers. Legislation passed in 1955 required Guardsmen and Reservists to attend basic training on active Army installations. For the first time, individual Guardsmen entered active duty for extended training periods.”⁸¹ Training recruits in a centralized location with centralized cadre freed up time during National Guard training days to focus on individual and collective unit training. With more access to centralized initial entry training, professional development training, and occupational skills training, the National Guard became increasingly more technically proficient.

Involvement by the United States began as early as 1950 in French Indochina with military advisors to support the French war effort.⁸² Following the defeat of French forces and the separation of Vietnam into North and South, the United States continued to increase military advisors and assistance to South Vietnam. Limited support of South Vietnam continued through the mid-1960s and “on July 28, 1965, President Johnson announced plans to deploy additional combat units and to increase American military strength in South Vietnam to 175,000 by year’s end.”⁸³ There was little executive-level desire to utilize the National Guard in support of the

⁸⁰ Stewart, *American Military History; The United States Army in a Global Era, 1917–2003*, 262.

⁸¹ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 207.

⁸² French Indochina consisted of Vietnam and the Kingdoms of Cambodia and Laos. Following the defeat of France in 1954, French Indochina dissolved and the three countries emerged shortly after the Geneva Accords of 1954. The Accords called for a temporary separation of North and South Vietnam until the 1956 Vietnam elections and subsequent reunification under the winning party. Due to political maneuvering, South Vietnam declared itself the independent Republic of Vietnam and North Vietnam the Democratic Republic of Vietnam.

⁸³ Stewart, *American Military History; The United States Army in a Global Era, 1917–2003*, 305.

conflict for several reasons. Primarily, the President of the United States envisioned the conflict as limited in duration and scope. Secondly, it was critical to maintain support of the American public, as history revealed, the public's ability to shift political and national support for war resulted in a strategic shift of policy in Vietnam.⁸⁴ Tertiary, President Johnson made an "assessment that mobilizing the National Guard would signal intentions to the Soviets and Chinese that might influence their direct intervention in the war."⁸⁵ Avoiding a repeat of Korea, where China had entered the conflict, drove the President's assessment. There was also fear that escalation in Vietnam between the United States and both communist superpowers could result in another world war. The Department of Defense did not agree with the President's assessment and provided recommendations to call upon the reserves for additional trained manpower.

Within the constraints of the President's views, the Department of Defense announced an alternative in "September 1965 [for] the creation of the Selected Reserve Force (SRF), a 150,000-man composite force of ARNG and USAR units."⁸⁶ These units received increased funding and trained for a future deployment to Vietnam. In 1969, due to constrained funding, the Department of Defense terminated the program having never deployed a single unit. Many people viewed service in the National Guard as a haven for those who wanted to avoid the draft. In 1965, the National Guard's paid strength was over 400,000 soldiers and growing. With very limited mobilizations and growing enlistments, the National Guard became known as an escape from the draft and war. In total, "during the entire Vietnam War, 22,786 Army Guardsmen were mobilized either as fillers or in small units."⁸⁷ Vietnam was a seismic shift from the historical application of

⁸⁴ John T. Correll, "Lyndon Johnson's refusal to activate the Guard and Reserve lit the fuse on big changes in force structure policy: Origins of the Total Force," *Air Force Magazine*, February 2011, 94-97.

⁸⁵ Brian C. Harris, "Relevance of Army National Guard Infantry Units in the Force Structure and their Role in Combat" (USAWC Strategy Research Project, Carlisle Barracks, PA, US Army War College, 2004), 5.

⁸⁶ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 223.

⁸⁷ Don M. Prewitt, *Citizen Soldiers: A History of the Army National Guard* (Ft. Leavenworth, KS: US Army Command and General Staff College, 1987), 272-274.

military force and the use of the reserves of the nation. History shows that “the United States has relied extensively on its Militia, National Guard, and Reserves in every major war in its history, except for the Vietnam War.”⁸⁸ As a result, the Department of Defense in conjunction with the Regular Army and the National Guard, implement transformational changes, which for the next half-century guide mobilization and deployment policy.

This section began with the transformation of the Militia to the National Guard through the implementation of the Dick Act of 1903 and continued to follow significant transformational events through the Vietnam conflict. The main takeaways throughout the section focus on transformation because of crisis or in response to a changing paradigm. Conflict, war, and social change become the catalyst for transformation, while sometimes the military identifies the need before conflict most often, as demonstrated through the section, identification comes post-event. The following section continues the view of transformational events post the Vietnam conflict starting with Guard 1.0 and ending with the Iraq and Afghanistan Wars, Guard 3.0.

Army National Guard Following Vietnam

The previous examination of the militia and Army National Guard from inception through Vietnam provided the building blocks for future transitions that became known as Guard 1.0 through Guard 3.0. This history established a foundational understanding of transition starting in 1636 through pivotal decisions during Vietnam. Building from the previous section, the initial focus in this section is the employment policy during Vietnam, and how that played a significant role in shaping the future of the Guard. The focus continues to be the transformational events that shape the Army National Guard and those, which denoted a need for philosophical change. The following section provides an in-depth analysis of the transformation of the Army National Guard through Guard 3.0 establishing the stage for further analysis on Guard 4.0.

⁸⁸ John D. Stuckey and Joseph H. Pistorius, “Mobilization for the Vietnam War: A Political and Military Catastrophe,” *Parameters*, vol. XV, no. 1 (1985): 26-38.

Concept of ARNG 1.0 Through 3.0

Guard 1.0, 2.0, 2.5, 3.0 and an emergent 4.0 is the sequential phased numbering identifying transition points of the Army National Guard, over time. The establishment of this lexicon started with the transition from a conscription force during Vietnam to an all-volunteer force in 1973. From this inflection point, there are a series of pivotal moments in time where global events triggered a requirement for a transformational change in the Army National Guard. Figure 1 provides the evolutionary timeline from Guard 1.0 through Guard 4.0, highlighting key events and dates for each inflection point. While each era falls within a timeline, national level events shape the starting points. These points begin at the end of Vietnam, then transition to the height of the Cold War, Desert Storm, the Global War on Terror and the future of a resurgent Russia and China. The evolutions of the National Guard represent a shift in personnel, equipping, training and many core competencies within the organization. Central to each evolution, nonetheless, is the role of the Army National Guard in defense of the Nation, homeland response, and the anticipated reliance on the Reserve Components during times of crisis.



Figure 1. ARNG Guard 4.0. ARNG G5 Engagements, “ARNG Guard 4.0” (2017 G-3 Synch, ARNG Professional Education Center, Little Rock, AR, May 19, 2017).

Guard 1.0 (1973-1984)

Guard 1.0 began post-Vietnam in 1973 with the signing of a new law by President Nixon ending the draft (1971/3) and establishing the All-Volunteer Force (AVF).⁸⁹ Additionally, Secretary of Defense Melvin Laird championed the Total Force Policy which integrated the Regular Army and the Reserve Components.⁹⁰ During this time “the Total Force Policy increased training opportunities between active duty and Guard units” resulting in increased proficiency and

⁸⁹ RAND Corporation, *The Evolution of the All-Volunteer Force*, Research Brief (Washington, DC: RAND Corporation, 2006), 2.

⁹⁰ The Total Force Policy was and continues to be an effort to incorporate the reserve components (National Guard and United States Army Reserves) and the Regular Army as one operational force. Early in the Total Force Policy the reserve components functioned as strategic reserves but conducted similar training under the same doctrine and policies as the Regular Force. The policy transitioned over time and now looks for the reserve components as operational reserves committed to rapid employment on par with the Regular Army; Michael D., Doubler, and Vance Renfro, “The National Guard and the Total Force Policy,” n.d., accessed January 10, 2018, <http://www.minutemaninstitute.org/publications/National%20Guard%20and%20Total%20Force.pdf>.

readiness.⁹¹ It was no accident that the Total Force Policy and All-Volunteer Force developed together in 1973.⁹² These two concepts emerged because of budgetary cuts to the Department of Defense and the ending of the conscription army (draft). Concurrently, the Army Chief of Staff, General Creighton Abrams developed the ‘Abrams doctrine’ incorporating the Army National Guard as round out units where reserve brigades would augment Regular Army brigades.⁹³ There is a debate on the underlying motivation of the Abrams doctrine between fiscal realities, post-Vietnam, and linkage between the Regular Army and Reserves. Most authors believe that “the Army was denied the capabilities, added strength and experience of its reserves,” which created an additional hardship on deployed units and military leadership to employ a successful strategy.⁹⁴ Furthermore, there was a belief that the “decision [to not deploy the reserves] eventually weakened the Army and doomed it to failure by severing the traditional linkage of the citizenry with the citizen-military in time of war.”⁹⁵ Regardless of origin or intent, the underlying principle of the Abrams Doctrine linked the Reserve Components to the Regular Army thus the resolution of the American people to the deployment of the military.

While national and Army-level programs were defining the integration of the Regular Army and Reserves, an underlying policy brought new complications. Congressionally mandated budget cuts in defense spending impacted both the Regular Army and the Reserve Components.⁹⁶ After the conflict, the Army National Guard had limited funds, equipment, and training

⁹¹ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 241.

⁹² Library of Congress – Federal Research Division, *Historical Attempts to Reorganize the Reserve Components* (Washington, DC: Library of Congress, 2007), 15.

⁹³ General Creighton Abrams was the Army Chief of Staff when Guard 1.0 and the All-Volunteer Force developed. He was known to quip that “they’re not taking us to war again without the Reserves!,” Lewis Sorley, “Reserve Components: Looking Back to Look Ahead,” *Joint Force Quarterly*, no. 36, (2005): 18-29.

⁹⁴ Randy Pullen, “Keep the Reserves in the Fight,” Strategic Studies Institute, n.d, accessed January 10, 2018, <http://www.strategicstudiesinstitute.army.mil/pdffiles/pub658.pdf>.

⁹⁵ Ibid.

⁹⁶ Library of Congress – Federal Research Division, *Historical Attempts to Reorganize the Reserve Components*, 15.

throughout the force. To strengthen the Total Force Policy, an Affiliated Unit Program “linked independent ARNG battalions with active Army divisions for training support. During annual summer training, affiliated ARNG battalions trained with Regulars from designated Army divisions.”⁹⁷ This program increased readiness, unit proficiency, and cohesion between affiliated National Guard units and Regular Army units. The logical next step under the Abram’s Doctrine was to round out Regular Army units with a slice of a reserve unit. The Roundout Program “dictated a close working relationship between the AC and RC. The roundout (a battalion or brigade-sized unit) was integrated into the organic structure of an AC division, thus “rounding out” the division’s force”⁹⁸ This transformation of the total Army force structure provided benefits to the National Guard and Regular Army. For the National Guard, being a roundout unit provided additional funding and guided training, increasing readiness and relevance for those select units. The Regular Army benefited by stretching its force structure to maintain more divisions because they only needed to field two brigades and not three.⁹⁹ The additional structure allowed the Regular Army to grow from thirteen to eighteen divisions in the 1980s. Additionally, the number of roundout units in the Army National Guard continued to grow through 1990 when seven of eighteen Regular Army divisions were roundout structured.

With Regular Army and Army National Guard units training together and integrated within divisions there was a distinct difference between the two different types of soldiers. The difference lay in the Army National Guard’s Professional Military Education, which consisted of mostly on-the-job training. In 1971, the Army established the Noncommissioned Officer Education System by creating the Primary Leadership Development Course (PLDC), but not until

⁹⁷ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 241; any funding or equipment that was available went to affiliated units to bridge the gap between Army National Guard units and Regular Army units training compatibility.

⁹⁸ Craig S. Chapman, “Nondeployed Roundouts,” *Military Review* (September 1992): 20-34.

⁹⁹ *Ibid.*, 21.

1986 did the Army mandate attendance for promotion.¹⁰⁰ Another critical factor in the Army National Guard post-Vietnam was the minimal enforcement of standards. This was “an era of low morale, low recruiting and retention rates, racial strife, and pervasive drug use – a shallow point in history for both the active duty military and the Guard and Reserves.”¹⁰¹ The transition from a conscription Army to the all-volunteer force, years of conflict, racial tensions (integration) and illicit drug abuse created tremendous obstacles for the Army National Guard to overcome. While the Army and the NGB worked together to build readiness and proficiency, units across the National Guard were addressing these internal conflicts. While untimely successful, the transformation of the soldiery was no small task during Guard 1.0. The all-volunteer force created a new dynamic while legacy soldiery provided vast experience but often resisted transformation. Guard 2.0 and 2.5 (1984-2001)

From 1973 to 1984, the Army National Guard adapted to many obstacles while continuing to shifting focus to the threat of the Soviet Union and the Cold War. Within the transformational timeline, the Army National Guard entered a new era beginning in 1984. President Reagan’s military build-up ushered in expanded budgets, new equipment, standardized training, and tiered readiness. The Reagan administration “in its first five years in office, . . . spent nearly \$1 trillion on defense, an amount that almost equaled the combined defense budgets under Presidents Nixon, Ford, and Carter.”¹⁰² During Guard 2.0/2.5 the Army National Guard, along with the Regular Army, began a rebuilding phase to bolster readiness and modernize equipment across the force. For most of Guard 1.0, the view of the total force was that of a

¹⁰⁰ Jarod Perkioniemi, “Army NCO History (Part 8): Post Vietnam, 1980s and 90s,” March 11, 2009, accessed November 20, 2017, https://www.army.mil/article/18050/army_nco_history_part_8_post_vietnam_1980s_and_90s.; Many reports and professional papers focus on unit-level integration between the Army components, while the National Guard was still adapting to the force following Vietnam. Most of these reports identified deficiencies and difference between the two components.

¹⁰¹ Jodie L. Swezey, *A Brief History of the National Guard and Reserves*, Commission on the National Guard and Reserves (Washington, DC: Government Printing Office, 2005), 23.

¹⁰² Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 248.

hollow Army, coined by General Edward C. Meyer, Chief of Staff of the Army (1979-1983). General Meyer's testimony during a House Armed Services Committee in 1980 illustrated his concerns. He stated that "[r]ight now, as I have said before, we have a hollow Army. Our forward-deployed forces are at full strength in Europe, in Panama, and in Korea. Our tactical forces in the United States are some 17,000 under strength," and significant logistical shortfalls existed in Army formations.¹⁰³ During this time, over two-thirds of the total force's logistics capacity existed in the reserve components. Often as nonpriority units, the logistical units suffered from personnel shortages and training deficiencies, which exacerbated the concerns for Army leadership.

Transformative shifts in force structure occurred as the implementation of new doctrine emerged. The emergent doctrine was AirLand Battle, which focused on "deep attacks beyond the forward edge of the battle area to disrupt enemy second echelons, [and] lightning-fast offensive maneuver using mechanized forces supported by tactical airpower and attack helicopters, ... to exploit the initial advantage."¹⁰⁴ In the Army National Guard, the shifts in structure and doctrine resulted in the growth of force structure allowance. The bulk of the force structure came in the form of two new divisions, one heavy and one light, which added to the overall depth in the strategic reserve of combat forces. The ARNG reactivated the 35th Infantry Division (Mechanized) at Fort Leavenworth, Kansas, and the 29th Infantry Division (Light) at Fort Belvoir, Virginia.¹⁰⁵ Additionally, the guard activated numerous other combat formations across the fifty-four states and territories, including separate tank and mechanized infantry battalions. With the growth of forces, an important innovative personnel program emerged to increase training proficiency within the Army National Guard. This program, referred to as the Key

¹⁰³ Andrew Feickert, and Stephen Daggett, *A Historical Perspective on "Hollow Forces,"* CRS Report for Congress (Washington, DC: Congressional Research Service, 2012), 8.

¹⁰⁴ Rebecca Grant, "DeepStrife," *Air Force Magazine* (June 2001): 54-58.

¹⁰⁵ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 252.

Personnel Upgrade Program (KPUP), “develop[ed] key personnel within Army National Guard units through direct association during additional training periods with counterpart active component officers or NCOs.”¹⁰⁶ Soldiers in the Army National Guard trained side-by-side with Regular Army soldiers in significant training exercises, such as rotations to the National Training Center (NTC). With expanding force structure and intercomponent training opportunities, the Roundout Program also grew in significance. Again, the Roundout Program concept allowed for building more Regular Army formations with supplementing one brigade from the National Guard. Increasing the number and type of divisions in the Regular Army identified as Roundout Divisions increases the demand on the National Guard to fill those brigades and supporting units.

One of the most transformative events during Guard 2.0/2.5 was the passage of the Goldwater-Nichols Defense Reorganization Act of 1986, a sweeping reform within the Department of Defense; it, however, only addressed the reserve components in a limited fashion. The Act did stipulate that the “Secretary of Defense establish policies “similar” to the active components for governing reserve component joint education and experience.”¹⁰⁷ Repeatedly, throughout Guard 2.0/2.5 the National Guard was an integral part of the total force and policies, funding and strategic visioning accounted for National Guard forces. This trend continued through the end of the Cold War as tensions between the East and West subsided and the need for increased military budgets diminished. In the late 1980s, facing increased readiness problems, the Army National Guard implemented a large reorganization of force structure. This reorganization realigned force structure from areas suffering recruiting deficits to areas with increased demographics. Force structure reductions helped alleviate some of the shortage of personnel, allowing for recruiters and commanders to focus on better-qualified personnel. By mid-year 1990,

¹⁰⁶ Terrence J. Gough, *Department of the Army Historical Summary: Fiscal Year 1986*, edited by Marilee S. Morgan (Washington, DC: Center of Military History, 1995), 34.

¹⁰⁷ Commission on the National Guard and Reserves, *Transforming the National Guard and Reserves into a 21st-Century Operational Force*, Commission (Washington, DC: Government Printing Office, 2008), 20.

the Army National Guard was well trained, equipped, and overall readiness was at an all-time high. The Army National Guard's "strength in organized units stood at an all-time high of 456,960 soldiers, [in] 10 divisions, 6 Roundout brigades, 14 separate brigades, 2 ACRs, and 2 SF Groups."¹⁰⁸

The Persian Gulf War began in August 1990 and only a few months prior "President Bush signed Executive Order No. 12727, authorizing DOD to commence the reserve component mobilization."¹⁰⁹ By the end of the Gulf War, over 62,000 Army National Guard Soldiers deployed for duty. While most of these soldiers performed Combat Support (CS) or Combat Service Support (CSS), others were part of the three Roundout brigades aligned to Regular Army divisions.¹¹⁰ These brigades either never deployed or deployed very late in support of their divisions. There is much debate on the readiness and performance of Army National Guard Roundout Brigades, but the Department of Defense, in official correspondence, cited timing and authority as the primary reasons why these units did not initially deploy.¹¹¹ Performance during training for units such as the 48th Brigade created significant concern for Army and National Guard leadership. A Government Accountability Office (GAO) report post-Gulf War identified numerous concerns resulting from these events. The report showed that "[t]he Army has not adequately prepared its National Guard roundout brigades to be fully ready to deploy quickly."¹¹² The inquiry looked at all three Roundout brigades, which suffered from some level of inadequate

¹⁰⁸ Doubler, *Civilian in Peace, Soldier in War... I am the Guard*, 260.

¹⁰⁹ Ibid., 263.

¹¹⁰ Combat Support (CS) and Combat Service Support (CSS) are legacy terms used to define support functions within the Army. CSS units provide maintenance, transportation, supply, combat health support, field services, explosive ordnance disposal, human resources support, financial management operations, religious support, legal support, band support and other logistics capabilities in support of the commander. CS units provide chemical warfare, combat engineering, intelligence, security, and communications in support of the commander.

¹¹¹ Richard Davis, *National Guard: Peacetime Training did not Adequately Prepare Combat Brigades for Gulf War*, Report to the Secretary of the Army (Washington, DC: General Accounting Office, 1991), 3.

¹¹² Ibid., 3.

training in the areas of basic soldier skills, Military Occupational Skills (MOS) and junior-level leadership. Additionally, across the force, the ability for National Guard units to “adjust to the active Army’s administrative systems for supply and personnel management, which are different from those the National Guard uses in peacetime” proved challenging.¹¹³ The result of these challenging times was a better understanding of the time required to mobilize and deploy National Guard units under the current Roundout brigade program. The notion that Army National Guard combat brigades were available for deployment within weeks of mobilization proved false. A new understanding that the requirement was more in line with a sixty to ninety-day post-mobilization training timeline. The lessons learned from the deployment of Roundout brigades showed the Department of the Army that Army National Guard combat brigades better align with non-rapid contingency operations forces. This better understanding of mobilization and deployment of reserve forces helped shape the future ‘requirements’ for training. The National Guard would, going forward, training at the individual, crew, squad, and platoon level to hone those basic skills required for combined arms collective training.

Guard 3.0 (2001-2017)

Guard 3.0 began, like most other transformations, during a time of crisis for the nation. The Army National Guard rapidly engaged in military and domestic response “following the attacks of September 11, 2001. [M]ore than 50,000 Guardmembers were called up by both their States and the Federal government to provide security at home and combat terrorism abroad.”¹¹⁴ The transformation that followed in Iraq and Afghanistan established Guard 3.0 and served as the foundation for a transition to an operational reserve.¹¹⁵ Throughout Guard 3.0, guard soldiers

¹¹³ Davis, *National Guard: Peacetime Training did not Adequately Prepare Combat Brigades for Gulf War*, 3.

¹¹⁴ Representative Steven Palazzo, House National Guard & Reserve Components Caucus.

¹¹⁵ The transition from a strategic reserve to an operational reserve is defined by the ability to provide operational capabilities with strategic depth, whereas a strategic reserve provides just strategic depth.

deployed in support of Iraq and Afghanistan, often multiple times, while also responding to local and national level domestic support to civil authorities. This is the nature of the Army National Guard with its dual mission and foundation in the local community. By September 2003, over “144,000 National Guardsmen and reservists were on duty, with 28,000 of these mobilized for homeland security.”¹¹⁶ Deployments lasted between fifteen and twenty-four months with boots on the ground lasting for twelve months. These deployment timelines lasted only a short time before concern from the public for long deployments for citizen-soldiers led to guard deployments longer than one-year in total. The continued use and quality of the Army National Guard both for homeland security and forward deployed missions, built trust in the total force concept. This renewed and strengthened trust, and the undeniable fact that Regular Army units continued to rotate from deployment to deployment in rapid succession, increased the demand signal for more Army National Guard units. These factors led to the 2006 Quadrennial Defense Review transforming the ARNG from a strategic to an operational reserve. To this end, the transformation of the Army National Guard and Reserves had a significant impact on the nation’s land force. As an operational force, the Army National Guard will provide an operational capacity to the total force as well as strategic depth. Availability and increased training requirements are inherent in the operational role. The Army National Guard from 2001 through 2017 continuously provided operational units in support of operations in the homeland as well as forward deployed. The Army National Guard was not, however, spared from political and budgetary fluctuation during their new role as an operational reserve.

In 2013, the US Government implemented Sequestration as a fiscal austerity policy passed in the Budget Control Act of 2011, which would begin on March 1, 2013. Passed in 2012 “the American Taxpayer Relief Act (ATRA), also known as the fiscal cliff deal . . . reduced

¹¹⁶ Stewart, *American Military History; The United States Army in a Global Era, 1917–2003*, 495.

[budget] cuts down to \$37.2 billion for fiscal 2013.”¹¹⁷ The result of the Department of Defense budget and Sequestration for the fiscal year 2015 on the Army National Guard was a reduction of force structure from 350,200 to 335,000 with the anticipated further reduction to 315,000. Additionally, both the Regular Army and US Army Reserves faced reductions in total end strength as part of the proposed budget.¹¹⁸ The impact to the Army National Guard was significant with a total force reduction of 15,000 spaces of force structure allowance. To add complication, the 15,000 spaces were not arbitrary units or excess structure; the Army called for specific types of units for divestment. As a result, the distribution of reductions across the Army National Guard was uneven due to the stationing of the specific divested units, which created a crater effect in those states. National Guard Bureau needed to redistribute force structure from across the fifty-four states and territories to properly balance the crater effect and not disproportionately impact one state over others.

This section provided a comprehensive view of the formation and characterization of Guard 1.0 through Guard 3.0. Starting with the implementation of the All-Volunteer Force following Vietnam through several critical inflection points, conflicts, and events. The Army National Guard continued to adapt and transition alongside the Regular Army with flexibility and adaptability while without failing to perform its dual mission in support of the fifty-four states

¹¹⁷ Mattea Kramer, “Sequestration’s Impact on Military Spending, 2013 – 2014,” March 04, 2014, accessed January 20, 2018, <https://www.nationalpriorities.org/analysis/2014/sequestration-impact-on-military-spending-2013-2014/>.

¹¹⁸ The Army needed to reduce the number of soldiers across all three components, respectively by force structure reductions (loss of units), or redesign the force (loss of soldiers within units). The Army chose to redesign the forces and keep as many units as possible. The process used to complete this type of action is a Force Design Update (FDU). An FDU is a holistic analysis of an organization and redesigning that structure to adapt to the needs of the Army. In the case of Sequestration and reduced budgets, the Army wanted to reduce the least necessary parts (personnel) within multiple units to reduce the overall size of the force. While small reductions in companies and battalions individually does not seem to make a significant difference, when multiplied across the multitude of like-type organizations and the entire Army (Regular Army, National Guard, and US Army Reserves) the space savings is significant. The underlying thought in redesigning the force in this way was to have an ability to grow back small elements within existing formations rapidly. This provided a reduced capability in the short-term but flexibility to changing political and budgetary fluctuations.

and territories and the nation. The next section provides an in-depth view of the transition of the Army National Guard from 2017 into the future under Guard 4.0.

Army National Guard 4.0 (Guard 4.0)

Trajectory of The ARNG Under Guard 4.0

The transition of the Army National Guard to Guard 4.0, as a concept, started in 2016 with the approval of the Army National Guard decision point fifty-eight point three, enhanced readiness guidance.¹¹⁹ Published in 2017 by the Director, Army National Guard the concept defines three phases for implementation of Guard 4.0 over time. The foundational principle of Guard 4.0 is the readiness and availability of National Guard units on a predictable and rotational basis. Readiness both in personnel and training proficiency is the key to the success of the Army National Guard's transformation. States must recruit and retain qualified medically ready soldiers to fill formations. Train those soldiers in relevant and demanding individual and collective training events. All while maintaining operational tempo and responding to the dual mission of domestic operations across the nation.

Period one of transition began with the publication of guidance from National Guard Bureau. This period continues through 2025 and incorporates the current state of readiness and conflict facing the Army National Guard. Period two immediately follows period one and continues through 2035. During period two, the Army National Guard must adapt to continued unconventional threats and resurgent or rising great powers abroad. The final period of transition extends to 2050 with the Army National Guard facing near-peer state threats or other hybrid threats.¹²⁰ Figure 2 graphically depicts the transitional periods of the Army and Army National Guard over time and through the lens of readiness. This model demonstrates the glide path for

¹¹⁹ Army National Guard, *Decision Point 58; ARNG Enhanced Readiness Posture* (Washington DC: Army National Guard, January 2017).

¹²⁰ Army National Guard, *Vision & Strategy* (Washington DC: Army National Guard, February 2017), 6.

Army forces, National Guard prioritized units and finally the remaining National Guard force. Each period contains specific endstates for success within the total force policy and operational reserve.

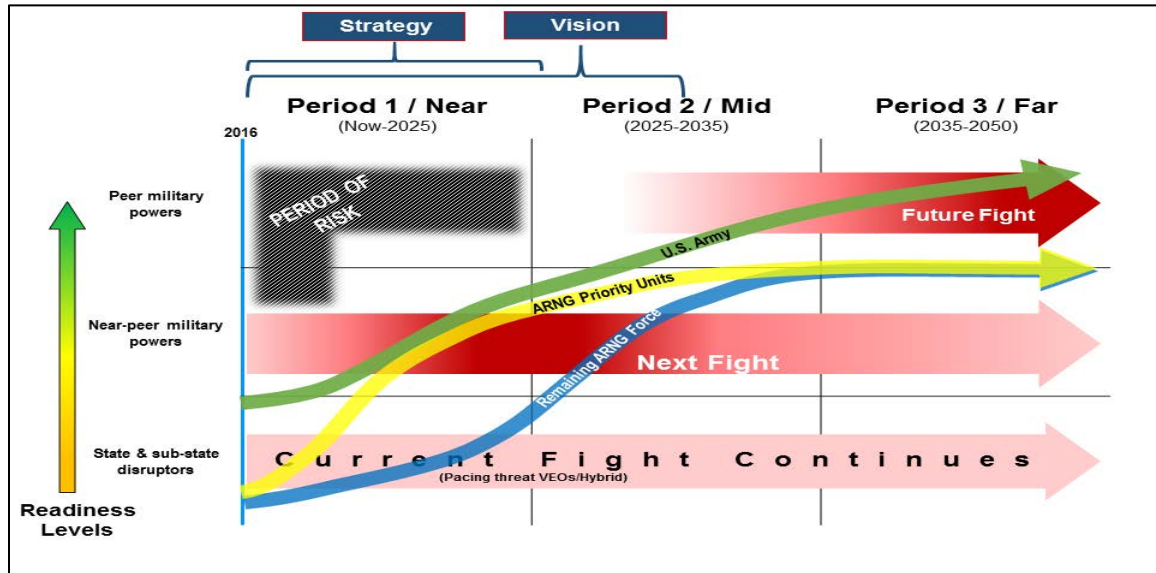


Figure 2. Army National Guard 4.0 Glidepath. Army National Guard, “Vision & Strategy,” 2017 ARNG Vision (Washington DC: Army National Guard). February 2017, 6.

The transformation of the Army National Guard, as proposed in the methodology of Guard 4.0, is an evolutionary shift in the paradigm of the Army National Guard. Historically, as the strategic reserve of the Army, the Army National Guard’s preparation for mobilization consisted of “lengthy mobilization times designed to meet Cold War threats from large nation-states.”¹²¹ Routinely units spent ninety to one-hundred and eighty days at a mobilization station preparing for mission-specific training and mandatory Department of the Army-directed training. The shift in paradigm to Guard 4.0 leverages rapid Army National Guard units that can deploy. The method in which the Army National Guard will accomplish this paradigm shift is by improving training readiness through implementing the Sustainable Readiness Model, adding additional Combat Training Center rotations, and increasing training days for select units. Also,

¹²¹ Commission on the National Guard and Reserves, *Transforming the National Guard and Reserves into a 21st-Century Operational Force*, 5.

the Army National Guard must build increased readiness in select units (Armored Brigade Combat Teams and Stryker Brigade Combat Teams) integrating Army National Guard units with Regular Army units (associated unit program) and rebalancing the force to maximize end strength across the force.¹²²

The purpose of Guard 4.0 is to increase the overall readiness of the Army National Guard in the areas of training, manning, military education, and the ability to sustain readiness in these areas over time. Therefore, the endstate of Guard 4.0 is the ability of the Army National Guard to provide ready units, in response to any operation, within the spectrum of the unique dual mission of the National Guard. To meet this challenge, the Army National Guard must evolve once again and engage change with the Army and Army Reserve as a total force moving forward together.

Strategic Focus on ARNG Readiness

Readiness within the Army National Guard is a holistic enterprise which includes aspects of personnel, equipment, training, and facility readiness. A unique challenge for Army National Guard Units is personnel end strength because individual states and individual units are responsible for recruiting vacancies. In contrast, the Army utilized a centralized Human Resources Command and centralized recruiting force to fill and grow the Army. The Army National Guard within each state has centralized recruiting commands, but individual recruiters are sometimes allocated to separate commands within a state to provide more control at the unit level for recruiting. In many states and commands, individual unit commanders become responsible for the end strength of their units. In his strategy research project for the Army War College, Colonel Donald K. Takami elaborated on this unique challenge of the Army National Guard's strategy, "[t]he National Guard, unlike the AC [Active Component], puts unit strength management on the shoulders of its commanders and senior NCOs. . . . Sadly, many young company grade officers do not realize their part, directly or indirectly. They are normally too

¹²² Army National Guard, *Vision & Strategy*, 6.

busy trying to do the multitude of tasks to keep their unit administered, trained, and generally out of trouble.”¹²³ End strength in Army National Guard units is the keystone in readiness because, without soldiers, all other aspects of readiness are meaningless. Therefore, recruiting and retention becomes foundational for the Army National Guard as an organization and critical for individual states as force providers to the organization and Combatant Commanders.

With the understanding that end strength is the foundational element and that Army National Guard commanders are responsible for the growth and retention of their units, several other elements of readiness become essential to develop soldiers and units. The first element is medical readiness and the overall deployability of units and soldiers.¹²⁴ The second element is the Sustainable Readiness Model (SRM) where units and soldiers achieve an elevated level of collective readiness and sustain that level over time.¹²⁵ The third element is equipment modernization and equipment readiness. Soldiers need modernized equipment that is mission ready so that they can train and maintain training proficiency. Like a manufacturing or production process, the Army National Guard’s progression to build ready units is systematic from beginning to end. First, the soldier joins or receives a promotion into a unit and commanders enforce compliance with medical readiness standards. Then the unit and soldier build a level of training proficiency and sustains those newly acquired skills. Next in the process is ensuring the soldier and unit receive and maintain modernized equipment commensurate with their Military

¹²³ Donald K. Takami, “Recruiting and Retention in the Army National Guard: Back to the Basics and Back to the Future” (Strategy Research Project, Carlisle Barracks, US Army War College, 2000), 5-6.

¹²⁴ Recruiters and commanders build units through individual recruitment, the enlisted promotion system, and commissioning sources. Once these units form, they often enjoy less turbulence than active duty units with officers serving eighteen to thirty-six months and enlisted soldiers staying for five years or longer in the same unit. This stabilization requires maintenance in the form of medical fitness for duty and individual training proficiency.

¹²⁵ The SRM replaced the Army’s previous readiness model, the Army Force Generation Model (ARFORGEN), which provided a path for units to build readiness over time but included a readiness cliff at the end of the model. The readiness cliff is a term that defines the transition from the Available Year of the Army Force Generation Model to the Reset Year, where readiness expectations “Aimpoints” decline as a reset and building point.

Occupational Skill (MOS). When the Army National Guard was a strategic reserve of the Army, its funding and equipment modernization was not commensurate with the Active Component. In 2010, Secretary Robert Gates, while commenting of the use of the National Guard in operations, stated, “since the Guard was considered in the past a strategic reserve, it was a lower priority for funding . . . [t]oday, the standard is that the Guard and Reserves receive the same equipment as the Active Force.”¹²⁶ Finally, the fourth element is facility readiness. This includes items such as training ranges, maneuver ground, readiness centers (armories) and local training areas. Ensuring these units have access to state of the art training facilities is a priority of the Chief, National Guard Bureau, General Joseph L. Lengyel when he stated in the *2018 National Guard Posture Statement* that “readiness . . . includes plans to replace and upgrade obsolete or aging National Guard facilities and warfighting equipment. Ensuring proper training facilities and the latest equipment greatly enhances the readiness of our force.”¹²⁷

Medical Readiness

Soldier readiness is the cornerstone of the Army’s Sustainable Readiness Model. Readiness has several characteristics such as medically available, military occupational training, and military education training. Soldier availability, which incorporates each of the readiness characteristics, is the critical aspect of readiness because a soldier who is not available cannot train or perform as part of the organization. As an example, the Kansas Army National Guard published a memorandum to the force detailing the requirement for all soldiers to maintain their medical readiness. In paragraph 5, the Commander, Kansas Army National Guard restricts soldiers from “attend[ing] schools or annual training and will not be placed on orders” if they do

¹²⁶ John A. Nagl and Travis Sharp, “Operational for What? The Future of the Guard and Reserves,” September 28, 2010, accessed October 03, 2017, https://www.army.mil/article/45819/operational_for_what_the_future_of_the_guard_and_reserves.

¹²⁷ General Joseph L. Lengyel, *2018 National Guard Posture Statement*, (Washington DC: National Guard Bureau, 2018), 7. Because of the geographical separation, many National Guard units are distant from their parent unit or community base. The separation often results in limited access to training facilities within a few hours commute.

not meet minimally prescribed medical readiness requirements.¹²⁸ Each component of readiness hinges on a soldier being medically ready so that they can attend training and build unit readiness. In 2015 Sergeant Major of the Army Daniel Dailey, speaking to an audience at Fort Leavenworth, said that “the biggest problem in the Army today is Soldiers who are non-deployable.”¹²⁹

The Army National Guard has made considerable strides in achieving elevated levels of medical readiness across the force and being able to maintain that level. Additional funding is a significant factor in this achievement, but also each state found unique ways to solve this problem. Many states augment their military providers with local contract support to increase throughput during periodic health assessments. Also, states like Kansas provide local dental treatment to solve minor dental issues which would otherwise make a soldier non-deployable. Because the Army National Guard units, for the most part, do not drill on Active Duty

¹²⁸ Michael Erwin, ATAG Policy Letter #20, Maintaining Medical and Dental Readiness, Kansas Army National Guard, Topeka, KS, December 10, 2012.

¹²⁹ David Vergun, “Dailey: Non-deployable Soldiers No.1 problem,” November 19, 2015, accessed December 12, 2017, https://www.army.mil/article/158897/dailey_non_deployable_soldiers_no1_problem. In 2016 the Army replaced the term available with deployable for all readiness reporting purposes; The Army National Guard has a unique problem with medical readiness that some Regular Army leaders overlook or do not understand. When an active duty soldier needs a dental or medical exam, they perform that task at the local Troop Medical Clinic (TMC) or on post treatment facility within a few days or even hours of notification. For most Regular Army leaders, they have direct access to their soldiers and their soldier’s schedules. The National Guard unit level leadership has a much smaller window for achieving the same action. Many states have limited access to medical treatment facilities and providers. Units schedule Periodic Health Assessments (PHA) once every year for all soldiers. If a soldier does not attend these annual visits, they become a Medical Readiness Code four (MRC-4), which is non-deployable. The challenge for a National Guard unit leader is when a soldier does attend a periodic health assessment and by default receives a medical readiness code three, which is also non-deployable and requires some treatment plan. A Regular Army soldier would schedule a treatment at the local facility or referred off the post for covered treatment. A traditional National Guard soldier is responsible for their treatment plan at their own cost. According to a 2017 report from the Government Accounting Office (GAO) “eighty percent of mobilized reservists have civilian health insurance” this leaves twenty percent of soldiers who are then responsible for any medical expenses. This dichotomy in treatment availability creates a challenge for National Guard leadership. Between 2004 and 2007, Congress approved multiple variations of Tricare Reserve Select which made Tricare medical coverage available to all National Guard members for a small monthly premium. In the National Defense Authorization Act 2007, SEC. 712, Congress reduced premiums for traditional National Guard members making the program affordable and increasing access.; Government Accountability Office, *Increased TRICARE Eligibility for Reservists Presents Educational Challenges, Defense Health Care* (Washington, DC: Government Printing Office, 2007), 1; 109th Congress. National Defense Authorization Act 2007 (Washington, DC: Government Printing Office, April 2006), 205.

Installations, they must develop other methods and processes to achieve the same or higher levels of readiness. Through these challenges over the last ten years, the Army National Guard achieved historical levels of soldier readiness.

Sustainable Readiness Model

The Department of the Army defines the sustainable readiness model as “the Army’s force generation concept adapted to the needs of a contingency force that is globally responsive and regionally engaged.”¹³⁰ The Army National Guard adopted this definition and the model as the force generation concept for the Army National Guard. Sustainable readiness is a component of a larger system defined by the Army as Army Training Readiness. It nests at the top of a training pyramid, Figure 3, supported by training enablement, resourcing, building, and assessing.



Figure 3. Building Combat Readiness. Headquarters, Department of the Army, HQDA EXORD 001-16 Sustainable Readiness (Washington, DC: US Army, 2016).

In this configuration, the Sustainable Readiness Model encompasses all other aspects of the pyramid in a perpetual lifecycle developed to sustain training proficiency over time. According to Lt. Gen. James L. Huggins, in 2014 the Army must “look to the future [and] adapt its force generation practices from those based on combat deployment windows to balanced approach that

¹³⁰ Headquarters, Department of the Army, *HQDA EXORD 001-16 Sustainable Readiness* (Washington, DC: US Army, 2016).

optimizes and promotes sustaining readiness.”¹³¹ The sustainable readiness model fits into the Army Enterprise as a process within the acquire, train, and distribute personnel foundation of the Army Force Management Model as designed by the Army Force Management School at Fort Belvoir.

The total force implemented the Sustainable Readiness Model in Training Year 2016, and the Army National Guard units fell into two categories of four or five-year mobilization cycles.¹³² Within these cycles, the first category is *Prepare*, which begins in year one and continues through year three or four depending on the type of unit and their overall sustained readiness model year-path. During the prepare years, units focus on all aspects of readiness, but each year may vary in training days funded. The second category is *Ready/Mission* where units may deploy or conduct a directed mission if not required as part of a contingency deployment. Training is a continuous process through the two categories, and the reason for the distinction of a ready/mission category is to provide predictability to units and soldiers when they should expect to deploy.¹³³ Following the ready/mission year there is no readiness cliff or reset; the unit just moves back into the cycle. Army National Guard units would potentially see a reduction in training days during early years of the cycle, but this only results in a minimal level of training atrophy.¹³⁴

¹³¹ James L. Huggins Jr, “2014 Green Book: Rebuilding and Sustaining Army Readiness,” September 30, 2014, accessed October 25, 2017, https://www.army.mil/article/134893/2014_green_book_rebuilding_and_sustaining_army_readiness.

¹³² Lieutenant General James McConville, the deputy chief of staff for personnel in 2016 said “we’re on a sustained readiness model, which means you need to maintain your organization within a band of excellence. Soldiers need to be ready to go. They need to be deployable.” Michelle Tan, “Defense News,” October 03, 2016, accessed September 05, 2017, <https://www.defensenews.com/digital-show-dailies/ausa/2016/10/03/3-star-every-soldier-must-be-deployable-as-army-gets-smaller/>.

¹³³ Headquarters, Department of the Army, *HQDA EXORD 001-16 Sustainable Readiness*.

¹³⁴ The sustainable readiness model for the National Guard differs from the model used by the Regular Army in training days and time. The cycle itself is standard, meaning that there is only one sustainable readiness model, but depending on unit type and mission set, a National Guard unit will have more, or less, training time. Some training templates for brigade combat teams in the National Guard call for thirty-nine days of training in prepare years one and two. The following year, prepare year three, depending on the mission, the training days increase to fifty-four or sixty with a significant collective exercise to validate proficiency. Finally, in the ready/mission year, the training days reduce back to thirty-nine days. The methodology behind the reduction in ready/mission year is the unit deploys or conducts some operational mission. If there is no mission, then the unit maintains training proficiency as it

Equipment Modernization and Readiness

Equipping Army National Guard units is a critical component of a unit's readiness. Soldiers must train on relevant equipment that is a suitable substitute for the equipment they will employ on the battlefield or during domestic operations. Defining equipment modernization at this point is important because the Army views current equipment modernization as required for wartime application. A unit must possess equipment that meets the basic requirement to perform the mission, even though it may not be the most modern type. This process results in an inaccurate view of Reserve Component (RC) "modernization levels that appear higher than defined because while the RC may have the right quantity of equipment to go to war, they may not have the right quality of equipment."¹³⁵ Quantity vice quality becomes a suitable substitute conflict in readiness reporting. Modifications to the authorized substitution lists in 2016 reduced some of the inconsistencies between the components but did not eliminate them.

The Army National Guard G-8 is the proponent for procurement of equipment for individual states within the Army National Guard. Individual states have a negligible impact on equipment modernization but have a tremendous impact on equipment readiness. In most states, the Force Integration and Readiness Officer coordinates with the Army National Guard G-8 Material Programs Division to identify equipment shortages and develop a fielding plan. Often due to limited quantities of equipment, states received fielded (modernized) equipment at levels below full authorization. Production lines for equipment support the Regular Army, Army National Guard, and Army Reserves, each receiving a portion of the production. Even with these challenges, the Army National Guard, in 2015, was "manned, trained, equipped, and experienced at historically high levels. This [was] a direct result of the resourcing and legal authorities that

transitions back to the prepare years.; Department of the Army, *Draft SRM Training Templates ARNG BCT RC F/MF* (Washington, DC: Department of the Army, February 26, 2016).

¹³⁵ Department of Defense, *National Guard and Reserve Equipment Report for Fiscal Year 2016*, Congressional Report (Washington, DC: Government Printing Office, 2015), 1-4.

Congress” provided to the Army.¹³⁶ Equipment modernization and parity across the Regular Army, Army National Guard, and Army Reserve is essential in supporting a total force concept due to interoperability during training and deployments.

Over the last several years, the Army National Guard has seen historically elevated levels of both equipment modernization and readiness; however, that has not always been the case. Before 2001, equipment procurement and readiness budgets were often the first accounts restricted during budget cuts, resulting in reduced equipment readiness and outdated equipment across the Army National Guard. A Government Accountability Office Report in 2005 identified a widespread practice within the National Guard to transfer both personnel and equipment between units to meet operational demands. The testimony of Comptroller General of the United States David M. Walker identified that “the Army National Guard had transferred over 101,000 equipment items to units deploying overseas, exhausting its inventory of some critical items, such as radios and generators, in non-deployed units.”¹³⁷ This lateral transferring of equipment resulted from shortages in full capitalization of unit’s documented equipment per their Modified Table of Organizational Equipment (MTOE) or Table of Distributions and Allowances (TDA). While lateral transferring equipment between units within the National Guard was a significant readiness concern in recent history, equipment procurement and refit initiatives have increased equipment on hand (EOH) from seventy-seven percent in 2011 to over ninety-three percent in 2014.¹³⁸ Also, the congressionally-appropriated funding allocated as part of the National Guard

¹³⁶ Department of Defense, *National Guard and Reserve Equipment Report for Fiscal Year 2016*, 1-8.

¹³⁷ Government Accountability Office, *Army National Guard’s Role, Organization, and Equipment Need to be Reexamined*, Testimony (Washington, DC: Government Printing Office, 2005), 1.

¹³⁸ Department of Defense, *National Guard and Reserve Equipment Report for Fiscal Year 2016*, 2-9.

and Reserve Equipment Appropriation (NGREA) provides another avenue for the Army National Guard to procure equipment.¹³⁹

Facility Readiness

The final item on the list for the strategic focus on Army National Guard Readiness is facility readiness, which incorporates both training facilities and locations. In the early 1950s, Congress appropriated funds to construct armories [readiness centers] across the nation to support a Cold War-sized national guard. During the early years of the Cold War, National Guard units changed force structure ushering in new weapons and equipment. At the time, local National Guard units rented or borrowed facilities in the local community, and these no longer supported the housing or training requirement of the new types of units. Before World War Two, “single-unit armories or readiness centers simply didn’t exist. An armor unit in Americus, Ga., for example, was meeting at the Sumter County Courthouse in 1948 An armored-infantry company in Lyons, Ga., drilled at the high-school gymnasium.”¹⁴⁰ The new armories were

¹³⁹ Department of Defense, *National Guard and Reserve Equipment Report for Fiscal Year 2016*, 1-3. The National Guard and Reserve Equipment Appropriation is an annual appropriation provided directly to the National Guard and Reserve. This appropriation started in 1981 when “Congress created an equipment appropriation for the RCs that stood apart from the [President’s Budget] submission entitled the National Guard and Reserve Equipment Appropriation. NGREA . . . was intended to supplement the Services’ base procurement appropriations for the RC;” Department of the Army, *Army Equipping Strategy* (Washington, DC: Department of the Army, 2011), 12. Nominations for equipment starts at the individual states where they evaluate critical shortages with priority given to critical dual-use equipment. The 2011 Army Equipping Strategy defines Critical Dual Use (CDU) equipment as a “list of Army MTOE equipment that has been deemed critical to the execution of Home Land Defense (HLD) and Defense Support to Civil Authorities (DSCA) missions by ARNG units;” Department of the Army, *FY 2016 Critical Dual Use Equipment LIN List* (Washington, DC: Department of the Army, 2016). The published goal of the Army is to provide CDU equipment at eighty percent of each required line item number (LIN). The 2016 CDU equipment list for the Army National Guard comprised of 356 different LINs from engineering and transportation to communications equipment; Department of Defense, *National Guard and Reserve Equipment Report for Fiscal Year 2016*, 1-3. The Army National Guard Material Programs Division consolidates submissions from the states and equipping priorities identified at the national level to develop a master list. Because the funding is a congressional appropriation, the final procurement list must receive congressional approval. Once approved, Material Programs Division moves forward to secure additional production capacity or Commercial Off-The-Shelf (COTS) procurement. The National Guard and Reserve Equipment Appropriation is instrumental to bridging the modernization gap and in 2014 “allowed the investment of more than \$175.6M in aviation, engineering, and logistics systems . . . [and another] \$17.4M . . . to procure systems that enhance homeland defense and domestic support to civil authorities.”

¹⁴⁰ Bob Haskell, “The National Guard Association of the United States,” March 2016, accessed October 22, 2017, <http://www.ngaus.org/newsroom/news/building-boom>.

functional and consisted of office space, drill halls, and maintenance bays. Many armories built before the 1950s were elegant architecture built within large towns or cities. They became “centers for civil defense and disaster relief and command centers for monitoring and evaluating crisis situations, collection and distribution centers for food and water, embarkation points for troops, trucks and other heavy equipment being dispatched to help people in need, and shelters for those driven from their homes.”¹⁴¹ National Guard armory locations increased exponentially from the 1950s and helped to create the moniker of The Hometown Guard. Between 1951 and 1972, the Kansas National Guard built fifty-four new armories in fifty-four cities across the state. Soldiers enlisted in their hometown and often stayed in the same unit for many years and some even over an entire career.

These facilities were just what the National Guard needed in the second half of the Twentieth Century, but now nearing sixty-five years and older, this great building boom has run its course. The Army National Guard designed many of the new facilities to last fifty-five years, placing the armory building program of the 1950s at the end of their lifecycle.¹⁴² The 2017 *Army National Guard Vision & Strategy* document identified installations as a critical area of focus. There are over 25,000 buildings and 3,000 sites that support soldiers and soldier training in the Army National Guard. In budget-constrained environments, funding reserved for maintenance and modernization becomes a billpayer for other more critical areas. The Army National Guard understands that there is an “enormous modernization and maintenance challenge due to years of inadequate funding.”¹⁴³ Additionally, much like in the 1950s, the organization of the Army National Guard is changing with a focus on Armored/Striker/Infantry Brigade Combat Teams. The single-unit armories of the 1950s are no longer adequate to support the vast array of

¹⁴¹ Haskell, “The National Guard Association of the United States,” 32

¹⁴² Army National Guard, “Installations the Foundations of Readiness,” *Journal of Army National Guard* (2016): 5.

¹⁴³ Army National Guard, *Vision & Strategy*, 10.

equipment and vehicles these units employ. According to Lieutenant General Kadavy “our facilities aren’t where we’d want them to be. We have armories that are 48 years old but units with equipment we didn’t have 48 years ago.”¹⁴⁴ Locations such as a Maneuver Area Training and Equipment Site (MATES) or Unit Training Equipment Site (UTES) helps alleviate overcrowding of equipment at armory locations but does not solve the problem.¹⁴⁵ States and the Army National Guard continue to assess the need for new readiness centers across the force and fund new projects annually. The current process is not the building boom of the 1950s but provides steady fiscal progress every year in all fifty-four states and territories. The Army National Guard understands the problem and in their 2016 investment strategy stated that “in order to effectively meet State and National Defense requirements, the facilities need to be adequately sized, correctly configured, and strategically located.”¹⁴⁶

¹⁴⁴ Gina Cavallaro, “Army National Guard 4.0: Effort Means ‘Evolutionary Leap’ for Citizen-Soldiers,” Association of the United States Army, October 03, 2017, accessed October 31, 2017, <https://www.ausa.org/articles/army-national-guard-evolutionary-leap-citizen-soldiers>.

¹⁴⁵ Maneuver Area Training and Equipment Site and Unit Training Equipment Site are National Guard facilities which provide equipment for unit training at a specific location. The equipment belongs to MTOE and TDA units within the given state and used by any unit conducting training at the supported training location. These facilities also provide seventy-five percent of the organizational maintenance on the equipment stored at their location; Army National Guard, National Guard Regulation 750-5, *Army National Guard Maneuver Area Training Equipment Site and Unit Training Equipment Site Operations* (Washington, DC: Government Printing Office, 2016).

¹⁴⁶ Army National Guard, *Installations the Foundations of Readiness*, 4.; The Army National Guard also operates training centers in selective locations throughout the United States. These training centers vary by state and location but provide training from individual weapons qualification to armored maneuver. These training centers are critical to maintaining Army National Guard readiness because the amount of travel time limits training time for soldiers during a forty-eight-hour training weekend. Also, not all states have Regular Army posts where National Guard Soldiers can train, and for those that do, the posts often have limited training areas. For example, the Kansas National Guard utilizes Fort Leavenworth for pistol qualification to reduce the travel time to the Salina, KS, or Fort Riley weapons qualification ranges. Fort Leavenworth, however, provides a limited additional training area for fieldcraft or maneuver. The Army National Guard has specific training centers to support the Warfighting Functions such as Camp Dodge, Iowa, which is known as the Army National Guard’s sustainment training center and “serves as the ARNG’s primary training center for sustainment units and provides collective technical and tactical training and evaluations. Field maintenance, multifunctional logistics, and medical training are focused at the section, platoon, and company levels;” David E. Babb, “The Sustainment Training Center: The Army National Guard’s premiere sustainment training capability,” February 28, 2017, accessed October 25, 2017, https://www.army.mil/article/182938/the_sustainment_training_center_the_army_national_guard_s_premiere_sustainment_training_capability.

Finally, another critical aspect of facility readiness is the availability of Army National Guard training facilities for Military Occupational Skills training and Commissioning Programs. These schools are part of the Regional Training Institutes (RTI) located in many states. In Kansas, for example, the “Kansas Regional Training Institute provides training to soldiers . . . [in areas of] Ordnance, Military Occupational Skill, Officer Candidate School and Noncommissioned Officer Education System Training for the US Army for a nine-state region.”¹⁴⁷ These training centers provide a significant readiness advantage to the Army National Guard. These facilities provide multifunctional training opportunities to both soldiers who are transitioning to new a MOS and sustainment training for the full-time workforce. Recently these institutions underwent a rebalance of training mission which the Army directed with little partnership with the National Guard Bureau or states.

Rebalance of Force Structure

In concert with initiatives to improve readiness across the Army National Guard, in late 2016 the National Guard Bureau established an End Strength and Force Structure Readiness Advisory Council (ESFSRAC). The responsibilities of the council were to evaluate stationing of force structure across the states in relation to end strength to determine if states and territories had balance. If states were out of balance, the council recommended to the Director, Army National Guard appropriate adjustments to balance the force. The recommendations proposed by the council were not without contention because force structure within states becomes both a practical and political matter for governors and senior state leadership.

The Fifty-Four Challenge

A shared understanding within the Army National Guard is the challenge of the fifty-four. This phrase succinctly describes a complex problem faced by National Guard leadership in

¹⁴⁷ Kansas National Guard. “Kansas Adjutant General’s Department; Training Facilities,” 2017, accessed October 31, 2017, <http://www.kansastag.gov/GPJTC.asp?PageID=511>.

Washington DC. Each of the states' National Guards (Army and Air) are independent entities that link together through the National Guard Bureau (NGB), but the NGB does not possess a command relationship with the Adjutant Generals across the fifty-four states and territories. As directed in Title 10 US Code § 10503, NGB has fourteen primary functions, all of which are administrative.¹⁴⁸ The command of the National Guard in the states and territories resides with the Governor and the Adjutant General of the state. This system creates challenges when determining policy that impacts all states as there is rarely, if ever, a consensus among all fifty-four.

The organizational design of National Guard Bureau lends itself to some of the challenges inherent in the system. The national level (National Guard Bureau) and the states fall under the different section of the US Code. The soldiers assigned to National Guard Bureau are Title Ten and are commensurate with Regular Army soldiers. The leadership of the National Guard Bureau in many ways is subordinate to Regular Army senior leadership, due to their governing code under Title Ten. The states are Title Thirty-Two, or subordinate to the Governor and not to the Regular Army under Title Ten.¹⁴⁹ Therefore, National Guard units residing in the individual states must comply with guidance and directives received by the NGB when they comply with Title 10 US Code § 10503. However, when conflicts or differences in application arise, the Governor of the state has ultimate authority over their units, unless activated by the President.

¹⁴⁸ The National Guard Bureau is responsible for allocating unit structure, support of the Secretary of the Army and Air Force, prescribing the training discipline and training requirements, monitoring and assisting the states in the organization, maintenance, and operation, planning and administering the budget, supervising the acquisition and supply accountability, issuing directives, regulations, and publications consistent with approved policies of the Army and Air Force, and other administrative functions as appropriate, United States Congress, Title 10 - *Armed Forces*, United States Code (Washington, DC: Government Printing Office, January 07, 2011).

¹⁴⁹ When National Guard Soldiers mobilize or are ordered to Active Duty, they convert from Title Thirty-Two to Title Ten and would be subordinate to Regular Army leadership.

End Strength and Force Structure Readiness Advisory Council of 2016

Lieutenant General Timothy Kadavy, Director, Army National Guard formed the End Strength and Force Reduction Readiness Advisory Council, chaired by Major General Robbie Asher of the Oklahoma National Guard, to conduct a holistic review of end strength to force structure across the National Guard. The council reviewed several metrics to determine which states should grow force structure and which states should reduce force structure. The essence of the metrics revolved around the ability for states to fill their force structure with deployable soldiers at one-hundred percent of end strength to force structure allowance. Those states who showed a historical percentage below one-hundred percent, according to the council's metrics, are states that should reduce force structure. Those states which historically exceeded their end strength are states that should increase in force structure.¹⁵⁰ These results were very contentious for states identified as reduction states. Force structure in states equals capability assets for governors during domestic response incidents, and the loss of even a minor capability becomes both a practical and political issue. The National Guard is a capability controlled by the governor to utilize when local assets can no longer affect an incident. Under tiered-response, local municipalities are unable to handle the response to an incident the "states mobilize additional resources and larger scale organizations to deal with situations that local personnel cannot handle on their own."¹⁵¹ In part, because of these factors, each state had their reasons why they did or did not agree with the recommendations, but the actions moved forward. The ultimate results and disposition of force structure reallocation are not relevant to Army National Guard 4.0 or transformation. However, the process of analysis across the fifty-four states and territories is a fundamental point for holistic readiness. This decision denoted a point where the NGB departed

¹⁵⁰ Gregrey C. Bacon, *ESFC RAC Recommended Force Structure Allowance (FSA) Adjustments* (Washington, DC: National Guard Bureau, 2016).

¹⁵¹ Sandra Schneider, "Who's to Blame? (Mis) perceptions of the Intergovernmental Response to Disasters," *Publius: The Journal of Federalism* (2008): 717.

from a functional management headquarters to a headquarters leading the fifty-four states and territories together on a path to greater readiness and concerted actions. These actions are a significant milestone because of the legal and regulatory limits places on the NGB as a bureau and not a mission command headquarters. The ability to build consensus and unified action within these bounds sets the stage for continued forward gains.

A significant factor in the discussion of reallocating or rebalancing force structure is the provision established in section 18238 of US Code. This section stipulates that “a unit of the Army National Guard of the United States or the Air National Guard of the United States may not be relocated or withdrawn under this chapter without the consent of the governor of the State.”¹⁵² Once allocated to a state, the reallocation or rebalance of a unit must have the governor’s approval. Without this approval, according to US Code, the NGB is unable to rebalance the structure. Typically, in the past, rebalancing force structure involved deactivating units and activating units in different states as Total Army Analysis (TAA) changed the composition of structure in the National Guard. The NGB could allocate new structure to states who demonstrated the ability to grow the structure while maintaining end strength. States who historically were unable to maintain end strength around one-hundred percent did not receive new structure as growth. These states attrite structure through Total Army Analysis (TAA) divestment of structure as structure within their state divested or converted as part of TAA transitions. These states often received new structure to replace divested structure, which was smaller than divested structure, helping to balance their force structure authorization to projected end strength. This process worked efficiently because some states would overdrive end strength while others failed to maintain full end strength. Together, the total end strength of the Army National Guard balanced close to total end strength authorizations. This changed upon implementation of Guard

¹⁵² Army National Guard of United States; Air National Guard of United States: limitation on relocation of units Act, Title-10 US Code § 18238 (1994), Pub. L. 103–337, div. A, title XVI, § 1664(b)(2), 108 Stat. 3010.

4.0 because all units allocated to the National Guard are in the states to meet the demand for operational deployment.¹⁵³ To achieve one-hundred and eighteen percent end strength in critical units across the force, all states must achieve one-hundred percent end strength in stationed units.¹⁵⁴ Understanding this dilemma helps place the decision to rebalance force structure across the nation in higher perspective. All rowers must row in the same direction, and all states must focus on achieving one-hundred percent end strength to maintain a sufficiently capable operational reserve.

Changing Social Contract

The Army National Guard has a social contract with the soldiers serving as traditional drilling members with the organization respecting their civilian careers. Most soldiers in the Army National Guard have a primary civilian employer, and the Army National Guard is their part-time employment. Before implementation of Guard 4.0, soldiers attended monthly drills, two days (Saturday and Sunday), at their local armory once a month. Also, during the summer, they attend a fifteen-day annual training event. These two events together total thirty-nine days per year of training, which require the soldier to commit their time to the Army National Guard. There are times when soldiers would attend additional days of training for professional military education or additional requirements outside of the standard twenty-four-days of Inactive Duty for Training (IDT) and the fifteen-days for Annual Training (AT). Commanders of National Guard units also understood this social contract and tried whenever possible to not expect soldiers to marginalize their civilian employment for the benefit of the National Guard. Outside of a declared war or national emergency, but often during high operational tempo, this social contract

¹⁵³ Historically, prior to Sequestration, National Guard Bureau held some force structure un-stationed to buffer end strength and provide flexibility to the force; Sequestration is the practice of imposing automatic government spending reductions by withholding appropriations by a fixed percentage that applies uniformly to all government programs except those exempted, Merriam-Webster.com, accessed December 5, 2017, <https://www.merriam-webster.com/dictionary/sequestration>.

¹⁵⁴ Cavallaro, "Army National Guard 4.0: Effort Means 'Evolutionary Leap' for Citizen-Soldiers."

stayed relatively intact. According to an article from the Peace Research Institute in 2011 societies have both a first and second social contract. These contracts establish the foundation for society and the military:

Since the time of John Locke, the foundation for democratic theory has been the ‘social contract.’ This relates to the agreement among the citizenry to install a government that is both dependent on the citizens’ electoral decisions and representative of their interests. Elected representatives create laws that all citizens are subject to, with the overarching goal of creating societal peace by means of a constitution in accordance with the rule of law.

An unwritten ‘second social contract’ likewise exists in democratic states. This contract aims at the inward ‘taming’ of the military and additionally requires that the social community and its leaders recognize the fact that soldiers assume certain sacrifices according to the demands of their service, therefore requiring both the social community and its leaders to adhere to a special obligation of due diligence in regards to decisions affecting their soldiers. This ‘second social contract’ is thus of paramount importance for a healthy relationship between democratic society and the military.¹⁵⁵

Guard 4.0 changes the social contract with soldiers currently serving and expects the soldiers of the future to accept a new paradigm. While not all soldiers and all units will initially fall into enhanced readiness posture, the future steady-state will require sustained readiness at higher levels than currently required. Brigade Combat Teams and elements who support this maneuver formation could see requirements within the prepare years of the sustainable readiness model, of sixty-days of inactive duty training and thirty-days of annual training. The previous social contract of thirty-nine-days of obligatory training moved to ninety-days, which represents a one-hundred and thirty-one percent increase per year. The potential exists that the increased time commitment for soldiers will lead to increased attrition, lower enlistments in priority units and the possibility of complete transformation of unit leadership in the short-term. The ultimate realization of the core concept of Guard 4.0 will prove essential to the successful continuation of the operational reserve.

¹⁵⁵ Harald Müller, Fey Marco, Sabine Mannitz, and Niklas Schörnig, *Democracy, the Armed Forces and Military Deployment: The Second Social Contract is on the Line* (Frankfurt, Germany: Peace Research Institute Frankfurt, 2011), 1.

Recommendations and Conclusions

Recommendations

Chief of the National Guard Bureau, Joseph L. Lengyel recently published an article highlighting how he sees the National Guard transitioning into the future. He writes that “[w]hile the underlying principles of the Minuteman remain constant, ready to defend our communities and the Nation, the Minutemen of the 21st century are a premier force that is a key component of the joint force.”¹⁵⁶ This demonstrates that Guard 4.0 and the continued transformation to an operational reserve, capable of providing operational forces, quickly and able to perform a myriad of missions is rooted in strong ideology. This monograph walked through the history of the Militia and National Guard, highlighting key events and inflection points where the National Guard embraced transformation, for better or worse and emerged a stronger, often more capable organization. From an analysis of this history, two recommendations emerged, which provide cautionary tales and emergent calls to action. The recommendations begin with social implications of changing the social expectations and historical processes of the force. These changes require thoughtful action and time. Secondly, the parity of National Guard forces with the Regular Army and the continuation of the trend through budgeting and leveraging. No one recommendation stands more significant than the next, and failure to implement any one will not result in catastrophe. The recommendations draw their influence from history and institutional systems, which can be a catalyst for change.

Social Implications

In the September 2017 *National Guard Magazine*, LTG Kadavy discussed the social implications of the next generation of young enlisted soldiers. He highlighted that Guard 4.0

¹⁵⁶ Joseph L. Lengyel, “The Operational National Guard: A Unique and Capable Component of the Joint Force,” *Joint Force Quarterly* (4th Quarter 2017): 13-17, accessed January 20, 2018, http://ndupress.ndu.edu/Portals/68/Documents/jfq/jfq-87/jfq-87_13-17_Lengyel.pdf?ver=2017-09-27-150321-633.

provides increased professional development, increased opportunities for mobilization and other factors that are at the core of what “our young soldiers enlist to do.”¹⁵⁷ The successful implementation of Guard 4.0 requires buy-in from service members currently serving and the next generation. The prevailing consensus at National Guard Bureau is that a shift in expectations of what membership in the Army National Guard requires will become accepted and establish itself as the new norm. LTG Kadavy highlights the counterbalance to increased training days and mobilizations is predictability.¹⁵⁸ This predictability allows soldiers, families, and employers to prepare for increased requirements for National Guard duty, thereby easing the transition and stabilizing the training and mobilization cycle. However, historically, as shown throughout this monograph, reintegration, and transition of National Guard soldiers is often shortsighted and rapid. From entire mobilizations and disbandment of the National Guard during the World Wars, to rapid demobilization practices during the last decade-plus of war, reintegration of National Guard forces poses a continued concern. The Federal Government, individual state governments, and the National Guard Bureau continue to push for programs to improve reintegration. However, the fact is that “[s]oldiers returning home who have spent time on deployment with the National Guard or Reserve may not have quite as many resources and options available to them to help cope with the reintegration process as their active duty counterparts.”¹⁵⁹ As a geographically-dispersed organization, the National Guard faces the difficult task of providing the same level of post-deployment services to National Guard soldiers as those condensed on Regular Army posts. Funding and status (Title X or Title XXXII) make providing the same level of service extremely difficult if not impossible. Increasing predictability but failing to provide parity in service benefits

¹⁵⁷ NGAUS, “The Army Can’t Do It Without Us,” *National Guard Magazine* (September 2017): 35.

¹⁵⁸ Ibid., 36.

¹⁵⁹ Beth Wegner, “The Difficult Reintegration of Soldiers to Society and Family After Deployment,” *ESSAI*, 9 (2011): 150-155.

and resources may ultimately lead to reduced retention and fewer enlistments over time. Increasing requirements comes with an expectation that there is a commensurate increase in services (pay, benefits, training, opportunities). LTG Kadavy addresses most of these types of services in his vision of Guard 4.0. However, regardless of the incentives and protections proposed, a rapid and sweeping implementation of foundational services must precede the bulk of transformation. This monograph shows most transformations occurring immediately preceding or immediately following major Army deployments or initiatives. National Guard Bureau labels Guard 4.0 as an evolutionary response to an uncertain, changing operational environment but includes aspects of a declining Regular Army force (size) and increase in global mission requirements for the Army.¹⁶⁰ These forces drive transformation in the Army National Guard to sustain the role of an operational reserve of the Army.

The Army National Guard, over time, will adapt to the changing environment and soldiers will transition out while new soldiers enlist and commission. The current social dynamic of change, transitions to a new norm no longer seen as a change but reality. There are, however, constants, which will not change with a new understanding of the Army National Guard. Those constants are the basic tenet that the Army National Guard is still a part-time profession for most of its soldiers. Increased training and predictable mobilizations will not sustain the force if soldiers are unable to find civilian employment or are unable to receive proper medical care after returning to drilling status. Building the foundation must come first, which requires additional funding to provide the bulk of the requirements. New facilities, new medical programs, new employer benefits, new equipment, new recruiting methods and incentives and the list goes on, but these are foundational, not secondary. The National Guard Bureau must engage in these budget expanding fights early and often to build the foundation. Expecting a social change with

¹⁶⁰ Army National Guard, *ARNG 4.0 Fact Sheet - Total Readiness for 21st Century* (Washington, DC: National Guard Bureau, 2017).

narrative as the sole driving force is unlikely to produce the desired results. The National Guard Bureau should ignite a driving force that relates to the target population, current service members, and future recruits, for any lasting impact.

Parity

Over the past twenty-years, the Army National Guard's parity with the Regular Army has increasingly narrowed in equipping and benefits but little else. Some recent strides in training availability have helped to close the training gap, but there is a need for more training opportunity to build and maintain proficiency across the Army National Guard. The National Guard Bureau must continue to fight for more Combat Training Center (CTC) rotations (including enablers and non-BCT formations), funding for large-scale National Guard training areas, ranges, individual training dollars, and resident schools funding. These large-scale training opportunities conducted on a reoccurring basis provide significant readiness and assessment to Army National Guard formations. By continuing to rotate National Guard units through these training exercises, the Army National Guard can reduce risk in mobilizational readiness and avoid delayed mobilizations as described in the Roundout units' mobilizations issued during the Gulf War. As part of Guard 4.0, the Army National Guard will conduct two NTC and two JRTC training rotations each year, with a focus on Armored Brigade Combat Teams (ABCT) and Stryker Brigade Combat Teams (SBCT).¹⁶¹ In 2011, the Office of the Vice Chairman of the Joint Chiefs of Staff & Office of Assistant Secretary of Defense for Reserve Affairs published the *Comprehensive Review of the Future Role of the Reserve Component*, further identifying the need for "joint regional state-of-the-art training facilities, advanced simulators, equipment, and appropriate training ranges in order to maintain the readiness gains of the last decade...."¹⁶² The

¹⁶¹ NGAUS, "The Army Can't Do It Without Us," 38.

¹⁶² Office of the Vice Chairman of the Joint Chiefs of Staff & Office of Assistant Secretary of Defense for Reserve Affairs, *Comprehensive Review of the Future Role of the Reserve Component* (Washington, DC: Government Printing Office, 2011), 9.

Regular Army conducts CTC rotations and trains in these state-of-the-art training facilities often; the Army National Guard should increase their repetitions to meet the objectives of Guard 4.0, “to provide enhanced capabilities more quickly to the Army.”¹⁶³ Continued support and utilization of NGREA funds to purchases training simulations, training aids, and other commercial-off-the-shelf training tools helps to close the training gap for units dispersed across states, saving time and money.

The Regular Army pushes hundreds of millions to billions of dollars every year to improve training facilities, housing, and other soldier support facilities. The National Guard spends a fraction of this funding, and it shows. Armories across the fifty-four are outdated, contaminated and inadequate for current weapon systems and vehicles. An operational force with increased demands deserves facilities capable of supporting their requirements. Every year, states compete to fund one or two projects which often take many years to complete, and the result is the continued degradation of facilities with few new facilities coming online to support requirements.¹⁶⁴ There are additional constraints on the Army National Guard when it comes to building or renovating new facilities but most often funding is the top constraint. The building boom of the 1950s is an example of the possibilities which exist to improve facilities across the force rapidly and efficiently. While many aspects have changed, many opportunities present themselves and fixing the current state of the facility crisis must be a top priority. To address the issue of parity National Guard Bureau may need to address the twenty-five percent requirement for states to fund construction of new facilities. Some states are in a better financial position than other states, and this requirement could unjustly place states at a disadvantage. A twenty-five percent cost sharing may be adequate under a strategic reserve, but the requirement as an

¹⁶³ Citizen-Soldier, “The Next Evolution of the Army National Guard,” *Citizen-Soldier Magazine* (October 26, 2017) accessed February 05, 2018, <https://citizen-soldiermagazine.com/next-evolution-army-national-guard>.

¹⁶⁴ Army National Guard, “Installations the Foundations of Readiness,” *Journal of Army National Guard* (2016): 17.

operational reserve may call for a shift in the requirement. To bring parity to the force, all legacy systems and processes are subject to review and transformation.

Conclusion

The Army National Guard will continue to transform as it has throughout history, emerging ever present and ready to respond to the needs of the state and nation. History proves the relevance and enduring advantage the Army National Guard provides, Guard 4.0 is but another step toward progress and adaptation. While the momentum is positive, the collective leadership across the Army National Guard must remember that that Army National Guard is not the Regular Army and the soldiers who serve in the Army National Guard serve for distinct and different reasons than those who serve in the Regular Army. If there is a failure to recognize the difference, the results may be devastating to recruiting and the individual soldiers currently serving. Understanding that there is a difference does not diminish service in the Army National Guard; it only recognizes the difference in service motivation, expectations, and desires of soldiers who choose the Army National Guard over the Regular Army. Senior leadership must never forget that this choice is a critical aspect of why soldiers serve. Making the Army National Guard mirror the Regular Army in more ways gives recruits fewer reasons to choose the Army National Guard over the Regular Army. The Army National Guard gives citizen-soldiers immense opportunities to serve while attending college, contributing to the workforce, engaging as a member of their hometown community, and numerous other benefits. Identified throughout this monograph were periods of inflection where transformation improved and strengthened the National Guard, the current point of inflection can do the same. However, there is danger in the transformation from Guard 3.0 to Guard 4.0 as the foundational ideology shifts from the citizen-soldier to a soldier-citizen.¹⁶⁵ The immediate benefits of increased dedication to the Army

¹⁶⁵ For this monograph, the definition of soldier-citizen is a National Guard soldier who views their primary occupation (duty) as service in the National Guard (military service) over their traditional role

National Guard, proficiency, and performance provide the exact outcomes that Guard 4.0 desires in an operational force. The critical factor becomes time and feedback over time. There is a natural delay in feedback from this system due to multiple factors such as individual culmination (repeated deployments or ability to perform additional duty), funding availability to stabilize projected duty requirements, and many other factors. The flexibility Army National Guard and the individual states and territories throughout the implementation of Guard 4.0 and beyond will determine success.

There is little argument that Guard 4.0 is a needed and for most, a desirable transformation of the Army National Guard. The increase in relevant missions, training, funding, and opportunities fit the current state of the Army National Guard. While there are challenges, which the organization and soldiers must overcome, there are just as many opportunities. A critical aspect of transformation is understanding the totality of change. Leaders must ask themselves what paradigms have changed and what paradigms are not changing. Most importantly, leaders must ask, which paradigms are not changing but should. This question lies at the heart of all transformations, and without exception lies at the heart of Guard 4.0. The Army National Guard cannot only address the paradigm of training and mobilizations but must evaluate the entire organizational system. Transformation in the realm of training and mobilizations change the complex and adaptive system of the Army National Guard, and the inevitable delayed results are currently unknown. Partnerships, flexibility, parity provide adaptability for the organization moving forward and onward through the current transformation and to the next.

in society and workplace. In this role, the soldier perceives themselves as more Regular Army than operational reserve.

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